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Ministry
of
Education

Hon. Thomas L. Wells
Minister of Education

Report of the Ministerial Commission on the Organization and Financing of the Public and Secondary School Systems in Metropolitan Toronto

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-73R26



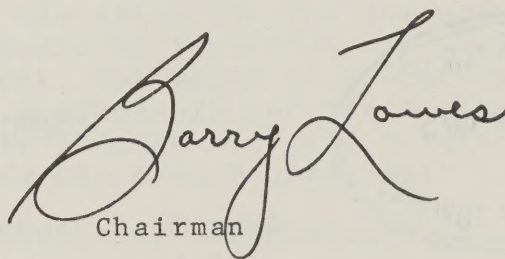
Ontario
[Commissions and committees of inquiry]
Ministerial commission on the organization and
financing of the public and secondary school
systems in Metropolitan Toronto. CA20NDE
Report -73R26

(15)

TO THE HONOURABLE THOMAS L. WELLS
MINISTER OF EDUCATION
FOR THE PROVINCE OF ONTARIO

In accordance with the terms of Order-in-Council OC-1557/73, dated the 13th day of June, 1973, under the authority of The Public Inquiries Act, Revised Statutes of Ontario, R.S.O. 1960, c.323, s.1, you did appoint the Ministerial Commission on the Organization and Financing of the Public and Secondary School Systems in Metropolitan Toronto to inquire into the structure, operation and financing of the Metropolitan Toronto School Board and the Area Boards of Education in Metropolitan Toronto, and to make such recommendations to the Minister of Education as the Commission considers appropriate.

The Commission has completed the inquiry and, therefore, submits to the Honourable Minister of Education the following Recommendations and Report.


Chairman

MEMBERS OF THE COMMISSION

Barry Lowes
.....
BARRY LOWES, CHAIRMAN

Margaret Gayfer
.....
MARGARET GAYFER

E. Brock Rideout
.....
E. BROCK RIDEOUT

David L. Tough
.....
DAVID L. TOUGH



COMMISSION STAFF

Gray C. Cavanagh, Executive Secretary
David T. Rivers, Research Officer
Bette Berry, Head Secretary

Copy of an Order-in-Council approved by His Honour the Lieutenant Governor, dated the 13th day of June, A.D. 1973.

The Committee of Council have had under consideration the report of the Honourable the Minister of Education, dated the 1st day of June, 1973, wherein he states that,-

WHEREAS it is expedient to appoint a commission to inquire into the structure, operation and financing of The Metropolitan Toronto School Board and the boards of education that have jurisdiction in The Municipality of Metropolitan Toronto, and to report and to make recommendations thereon to the Minister of Education.

The Honourable the Minister of Education therefore recommends that Mr. Barry Lowes of the City of Toronto, Miss Margaret Gayfer of the City of Toronto, Professor Brock Rideout of the Borough of Scarborough and Dr. David Tough of the Borough of North York be appointed as a commission to be known as the Ministerial Commission on the Organization and Financing of the Public and Secondary School Systems in Metropolitan Toronto,

1. to inquire into the structure, operation and financing of,
 - (a) The Metropolitan Toronto School Board, and
 - (b) The Board of Education for The City of Toronto, The Board of Education for The Borough of East York, The Board of Education for The Borough of Etobicoke, The Board of Education for The Borough of North York, The Board of Education for the Borough of Scarborough and The Board of Education for the Borough of York, hereinafter referred to as the Area Boards; and
2. to make such recommendations to the Minister of Education as the Commission considers appropriate, and without restricting the generality of the foregoing, the Commission shall inquire into and report upon,
 - (a) the relationships that exist among the boards referred to in paragraph 1;
 - (b) the effect of the exercise of its powers by The Metropolitan Toronto School Board upon the autonomy of the six Area Boards;
 - (c) the sources of funds available to The Metropolitan Toronto School Board and the allocation of these funds by such Board to the six Area Boards;

- (d) the causes and effects of the variations in expenditure per pupil made by the six Area Boards, and the difference between the expenditure per pupil of these Boards and other boards of education in Ontario;
- (e) the adequacy and the effect of the present Provincial weighting factors in respect of the financing of education in Metropolitan Toronto; and
- (f) any other matters the Commission considers relevant to its duties under paragraph 1, and shall receive briefs and submissions and provide full opportunity for interested organizations and individuals to discuss their views with the Commission in public session.

The Committee of Council concur in the recommendations of the Honourable the Minister of Education and advise that the same be acted on.

Certified,

Clerk, Executive Council.

FOREWORD

There are those who will contend that Metropolitan Toronto is no different from other areas of the province and therefore should not be treated differently. Such a statement is based upon emotion rather than knowledge. A year of intensive study has proven to the Commissioners that Metropolitan Toronto is more than different. With over one-quarter of the pupils and teachers in the province, Metro is unique.

The special nature of Toronto, its sheer size, its density of population, its swelling numbers of immigrants, the growth of public housing, the incidence of police contacts, the growing welfare rolls, and the broad range of special education which is three times the provincial average - all contribute towards Metro's uniqueness.

The casual visitor is impressed by the fact that Metro Toronto does not suffer from the same ills that are eating cancerously at other large North American cities and the school system is an important part of the civic health of Toronto. Nor do other cities and towns in Ontario, who often resent Toronto, have problems of the same magnitude. Where they have several blocks of inner city problems, Metro has several miles. Where they have some immigrant children in their schools, Metro Toronto has some schools that are almost totally comprised of immigrant children requiring special help.

It is not difficult to document the fact that Metro Toronto has unique problems which require special attention. The Ministry has endeavoured to recognize these differences and the special needs of all boards in the Province through the weighting factors, a complex system of educational finance which is distinctive to Ontario. It will be shown

in this Report that this instrument must be sharpened and made more sensitive if Metro Toronto is to remain educationally vigorous and strong.

The appointment of a Ministerial Commission would elicit from many an expectation of sweeping changes. The pressures would seem to require change almost for the sake of change. The Commission resisted this temptation. Having read thousands of pages of related materials, listened to months of testimony from all segments of the community, the Commissioners endeavoured to determine the present strengths and weaknesses in the Metro system of educational governance and finance. Rather than recommend change for the sake of change, where something has appeared to be working well, the Commission left it alone. Only where the Commissioners believed that a need for change was indicated and a distinct possibility existed for improvement have we recommended a change. Throughout its studies the Commission was mindful of the responsibilities that accompanied its deliberations and was aware of the long term implications and effects of its recommendations.

The philosophical considerations which are the foundation of this Report are buttressed by statistics. The data, drawn from the records of the Ministry, the Metropolitan Toronto School Board and Area Boards, has been validated with care, within the time available. The recommendations made by the Commission would not be invalidated should some small points of contention arise concerning the source and application of data.

The Commissioners have pressed to table their Report within a year of their appointment, realizing that events move so swiftly today that there is the danger of history passing it by and recommendations being anticlimactic. Even as this Report has been in preparation, educational changes have accelerated. The educational system is imploding as enrolments drop alarmingly. While education still shares with

health the highest priority in provincial budgeting, the free-spending days are over. Parent and student unrest with the school system, the growing demand of citizen groups to be involved in the decision-making process, together with the rise of teacher militancy, strikes and power politics, have all added tremendous strains to an educational system that is already under great stress.

The Commissioners were mindful also of the fact that the province tends to tilt towards Queen's Park just as Canada tilts towards Ottawa, resulting in power and decision-making sliding steadily towards the centre. This natural trend, we believe, should be resisted vigorously, if a balance is to be attained. The Ontario government has stated on a number of occasions its desire to decentralize responsibility and decision-making. Accepting the sincerity of those statements, the Commission has endeavoured to recommend solutions which honour the principle and encourage local responsibility, initiative and accountability while still guaranteeing equality of educational opportunity to all children in Metropolitan Toronto.

During their studies, the Commissioners were reminded that in the past it has been the municipal corporation which has been studied and restudied. Only peripherally did the educational system receive attention. As a part of the larger studies, a system was fashioned to fit the needs of the municipal councils, and then the school system was expected to fit into the same suit. The educational system deserves better.

There is no reason why the educational system of governance has to be a facsimile of the area of municipal government. The services and functions are demonstrably different and deserve to be treated as distinct entities. The appointment of this Commission is the first time that this distinction has been recognized.

In the late stages of preparing this Report, an announcement was made about the creation of a Combined Metropolitan-Provincial Commission for Review of the System of Local Government in Metropolitan Toronto.

The Commission urges that implementation of the major recommendations of this Report not be delayed pending the outcome of this new municipal study. Educational governance can and should stand alone, a part of municipal government yet not inextricably wedded to the Metropolitan Council. Any historical reasons for this overshadowing relationship are long gone.

The Commissioners' studies proved that two educational dreams, local autonomy and equal opportunity, are incompatible. It is not possible to achieve the ultimate in both areas. Each is approachable only at the expense of the other. The Commissioners believe that the recommendations which grow out of this Report will achieve as nearly as possible the most productive balance between the effectiveness of centralization and the sensitivity and accountability of local responsibility, which in turn will create the framework and climate within which parents, trustees, and educators will be able to work together to provide the best education possible for the people of Metropolitan Toronto.

ACKNOWLEDGEMENT

To the many generous individuals, knowledgeable groups, concerned organizations, Home and School Associations, Teacher Federations, Area Boards of Education and the Metropolitan Toronto School Board, the Ministerial Commission on the Organization and Financing of the Public and Secondary School Systems in Metropolitan Toronto expresses its appreciation and acknowledges its indebtedness.

The advertisements placed by the Commission during June of 1973 in the three Toronto daily newspapers and the many borough weekly newspapers requesting submissions on the Terms of Reference as defined in the Order-in-Council brought forth a large response. Appendix B I lists the forty-two Briefs received by the Commission. Appendix B II indicates the formal Public Hearings held during October and November of 1973. Appendix B III provides a summary of informal meetings at which concerned individuals and knowledgeable representatives of several organizations contributed their time and expertise in the analysis of the most effective approaches to the educational governance of Metropolitan Toronto.

A wealth of background material, statistical data, and other current articles and studies found their way from a variety of sources into the hands of the Commissioners. The considerable correspondence sent out by the Commission was effective in eliciting a substantial amount of useful resource material from sources outside of Toronto, as well as from within the Metropolitan area, and from sources outside of Ontario. The Commission did not find it necessary to travel beyond Metro to gather its information.

The Area Boards of Education and the Metropolitan Toronto School Board were exceedingly cooperative in the provision

of detailed data for the consideration of the Commission. The assistance and contribution of both the trustees and the senior officials of the seven boards have been so extensive that it is not possible here to name the large number of people involved.

A number of district and provincial Teacher Federations submitted valuable briefs to the Commission. The Commission also appreciates the interest in the topic shown by so many of the citizens and parents of the Area Boards, as evidenced by the submissions from private individuals and District Home and School Associations.

To enable the members of the Commission to study systematically and analyze methodically the great amount of data made available to them on the topic of educational governance, all resource materials were coded. Appendix B VI contains the Master File Index and codes for access to the Commission's Master File.

During the school year that the Commissioners met and worked, the Minister of Education and the senior officials of the Ministry made available all data requested by the Commission.

The Ministerial Commission also wishes to thank the Ministry of Education for the technical assistance provided by the Publications staff of Communication Services in the preparation of the manuscript of this Report.

ORGANIZATION OF THE APPENDICES

During the course of the Commission's deliberations on the best structure of educational governance and finance for Metropolitan Toronto, 42 formal Briefs were received, 27 Public Hearings were held, and numerous informal interviews were conducted by the Commissioners. In addition, statistical data and an immense amount of resource material were made available to the Commission by individuals, concerned groups of citizens, specialized organizations, Home and School Associations, Teacher Federations, Area Boards of Education, the Metropolitan Toronto School Board, the Municipality of Metropolitan Toronto, and the provincial government.

In order to study this material methodically and purposefully, the Commission organized a Master File System covering the many categories of information relevant to the official Terms of Reference. In the process of writing this Report and developing the Recommendations proposed, the Commission also considered and designed a number of charts, tables, graphs, maps, bibliographies and cross indexes by topic.

The considerable array of source material that was studied in the preparation of the Recommendations, as well as the statistical data upon which the support materials included in this Report were based, is listed in the Appendices for the information of concerned citizens and educators, and is available for examination at the Ministry of Education. The Code Number is the key for retrieval of any particular item from the Commission's resource bank.

This Report contains two Appendices. Appendix A contains "Tables and Graphs" relevant to the text of the Report. Appendix B contains a list of:

- (I) Briefs Submitted
- (II) Public Hearings
- (III) Additional Meetings
- (IV) Index of Tape Reels - Public Hearings
- (V) Index of Tape Reels - Informal Meetings
- (VI) Master File Index of Ministerial Commission
- (VII) Cross-Index: Historical Overview
- (VIII) Cross-Index: Amalgamation
- (IX) Index of Tables, Graphs and Maps in Chapters I-VII

The single most valuable bibliographical source outlining the background material studied by the Commission members is Appendix B VI, the Master File Index, which lists all the print resources used by the Commissioners and staff. The 42 printed formal Briefs received by the Commission are listed in Appendix B I, in the order by date in which they were received.

To expedite quick reference, the Commission designed a coding system in which a letter-number is assigned to each source item, the letter indicating the category and the number the location of the item in that category. This simple code enabled the members of the Commission to locate any specific material quickly. The Brief submitted by District #16 of the Ontario Secondary School Teachers' Federation is thus identifiable by the short code J31; the Goldenberg Report is N17; Five-Year Enrolment Projection, Toronto Board of Education, is A26. A more detailed explanation of how the coding system works may be found at the beginning of the Master File Index in Appendix B VI.

The coding system proved invaluable to the Commission in the writing of the Report. References to data pertinent to the viewpoints and proposals expressed could in most cases be inserted as brief parenthetical notes right in the body of the text. Lengthy footnotes have thus been largely eliminated. The members of the Commission hope that the typographical layout thereby made possible increases the ease and flow with which the Report can be read.

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RECOMMENDATIONS

The Recommendations are listed in the order in which they appear in the text of the Report, and not in any order of priority. The number in parenthesis following each Recommendation indicates the paragraph where it can be found in the body of the Report.

MINISTERIAL COMMISSION ON THE ORGANIZATION AND FINANCING OF THE PUBLIC AND SECONDARY SCHOOL SYSTEMS IN METROPOLITAN TORONTO

RECOMMENDS THAT

1. *Area Boards of Education move to establish families of schools as their primary unit of educational administration. (126)*
2. *The two-tier structure of educational governance be retained. (143)*
3. *The powers of the Metropolitan Toronto School Board be modified. (143)*
4. *The Metropolitan Toronto School Board:*
 - (a) negotiate wage and fringe benefit agreements for all employees on behalf of the Area Boards;*
 - (b) establish classification indices for non-teaching personnel;*
 - (c) conduct population research and planning affecting attendance areas and plant expansion or contraction;*
 - (d) plan cooperatively with the Metropolitan Toronto Separate School Board, concerning school accommodation*

and other matters of mutual concern on behalf of the Area Boards;

- (e) review and consolidate the requirements for capital funds of the Area Boards, for submission to the Ministry of Education;
- (f) purchase all sites for educational purposes on behalf of the Area Boards;
- (g) make the ultimate decision regarding the closing, sharing or disposing of surplus educational facilities upon recommendation from the Area Board or Boards concerned;
- (h) assume all debenture debts related to capital expenditures;
- (i) conduct and coordinate educational research on behalf of the Area Boards;
- (j) coordinate the delivery of health services to the Area Boards;
- (k) operate the computer services for the Area Boards;
- (l) operate the highly specialized schools set out in paragraph 174;
- (m) develop a transportation policy for the boards in Metropolitan Toronto. (163)

- 5. All residual powers and responsibilities remain with the Area Boards. (164)
- 6. The Area Boards be permitted to delegate any power or responsibility to the Metropolitan Toronto School Board. (164)
- 7. The consent of all Area Boards be required to permit the delegation of any power or responsibility to the Metropolitan Toronto School Board. (164)
- 8. The Area Boards have the right at any time to retrieve any power or responsibility delegated by them to the Metropolitan Toronto School Board. (164)

9. The consent of all Area Boards be required to permit the retrieval of any power or responsibility from the Metropolitan Toronto School Board. (164)
10. The Metropolitan Toronto School Board operate the following highly specialized schools or educational programs in special institutions.
- (a) Schools for the Trainable Retarded
 - (b) Sunny View Public School
 - (c) Bloorview Children's Hospital
 - (d) Ontario Crippled Children's Centre
 - (e) Metropolitan Toronto School for the Deaf. (174)
- } for
Orthopaedic
and Physically
Handicapped
Students
11. The Metropolitan Toronto School Board examine the possibility of cooperating with the Metropolitan Toronto Separate School Board in the provision of some highly specialized classes and schools for the delivery of services and programs to exceptional students. (176)
12. The Area Boards be given the right to delegate the operation of highly specialized education classes and schools to the Metropolitan Toronto School Board. (177)
13. The staff of the Metropolitan Toronto School Board and the Area Boards be reduced or redeployed in keeping with the redefined roles. (181)
14. Boards of Education and Municipal Councils establish policy coordinating committees for the delivery of people-related services in their communities. (189)
15. Metropolitan Toronto be considered a region of the Province by the Ministry of Education. (197)
16. The functions of the present Regional Office of the Ministry of Education serving Metropolitan Toronto be absorbed into the Head Office of the Ministry. (197)

17. *The implementation of the major recommendations of this Report not be delayed pending the completion of the work of the combined Metro-Provincial Commission for Review of the System of Local Government in Metropolitan Toronto. (204)*
18. *In establishing school board boundaries, educational advantages should be given priority of consideration over the coterminality of municipal boundaries. (209)*
19. *The Metropolitan Toronto School Board review the boundaries of the Scarborough Board of Education at five-year intervals to determine if changes would improve the effectiveness of the governance structure. (253)*
20. *The second tier of the Metropolitan Toronto School system be comprised of six Area Boards. (275)*
21. *The boundaries of the present Area Boards be adjusted to increase the size of the Borough of East York and the Borough of York and to reduce the size of the Borough of North York and the City of Toronto. (276)*
22. *The final decision for establishing school attendance area boundaries continue to be the responsibility of the Metropolitan Toronto School Board. (277)*
23. *An Area Board of Education have a minimum of 10 trustees and a maximum of 20. (281)*
24. *The practice in East York and Toronto of having two trustees elected by all the voters in a ward be discontinued. (287)*
25. *The number of wards in East York and Toronto be increased for educational purposes. (287)*

26. Each ward in an Area Board's jurisdiction be represented by one trustee. (287)
27. A natural community or a family of schools be, where feasible, the constituency from which the local trustee is elected. (297)
28. A differentiated scale of honoraria for Area Board trustees in Metropolitan Toronto be established, as set out below. (324)

<u>Area Board Student Enrolment</u>	<u>Maximum Honorarium Per Month</u>
5,000 - 14,999	\$300
15,000 - 29,999	\$400
30,000 - 49,999	\$500
50,000 or more	\$600

29. The honorarium for a Metropolitan Toronto School Board trustee be 50 per cent of the maximum honorarium allowable under the proposed scale for an Area Board trustee. (325)
30. The honorarium for an Area Board chairman be 50 per cent more than his actual honorarium as an Area Board trustee. (326)
31. The chairman of the Metropolitan Toronto School Board receive an honorarium equivalent to 50 per cent of the maximum honorarium permitted as an Area Board trustee. (327)
32. In the event that the chairman of the Metropolitan Toronto School Board is also chairman of an Area Board, he be entitled to only one honorarium as a chairman. (329)
33. Honoraria for school trustees in Metropolitan Toronto be reviewed every two years in order to keep abreast of inflationary trends in the economy. (330)

34. The definition of supplementary expenditure in the regulation General Legislative Grants be amended to include trustee honoraria. (331)
35. The role of school trustee continue to be considered as part-time. (334)
36. The present two-year term of office for trustees be maintained. (336)
37. A candidate for the office of school trustee be granted a sum of money, not to exceed four cents per eligible voter in his ward, for the purpose of conducting an election campaign. (342)
38. A candidate for the office of school trustee be required to post a bond of \$100.00 refundable only in the event that he polls more than 10 per cent of the total vote cast in his constituency for the office that he seeks. (343)
39. A candidate be required to file with the chief electoral officer a statement of all receipts and expenditures attributable to his election campaign, within 90 days following the election. (344)
40. The funds allocated by a local school board for the purpose of financially assisting candidates for the position of school trustee be eligible for provincial grants. (345)
41. An orientation program for new trustees be instituted by each board. (350)
42. The Metropolitan Toronto School Board continue to be composed of trustees who are members of Area Boards or representatives of the Metropolitan Toronto Separate School Board. (360)

43. The chairman of an Area Board must be one of its representatives to the Metropolitan Toronto School Board. (360)
44. The composition of the Metropolitan Toronto School Board continue to be based as nearly as possible upon representation by population. (366)
45. An Area Board have one representative on the Metropolitan Toronto School Board per 100,000 population or major fraction thereof. (366)
46. Representatives from the Area Boards to the Metropolitan Toronto School Board be elected annually. (371)
47. A system of designated alternate trustees on the Metropolitan Toronto School Board be instituted. (375)
48. The Committee of Board Chairmen and the Advisory Council of Directors continue to function without formal mandate. (378)
49. The Ministry, through the grant regulations, determine separate grant and expenditure weighting factors for each of the six Area Boards of Metropolitan Toronto. (462)
50. Area Boards prepare estimates of ordinary expenditure up to the ceiling amounts allowed by the Regulations and submit them to the Metropolitan Toronto School Board for funding. (477)
51. The ordinary expenditures of Area Boards up to their expenditure ceilings be financed by a combination of legislative grants and a uniform mill rate across Metropolitan Toronto. (477)

52. *Legislative grants on ordinary expenditure be calculated separately for each Area Board by the Ministry, using the assessment, average daily enrolments, grant weighting factors and grant ceilings of the individual boards. (479)*
53. *The legislative grants on the ordinary expenditure of the Area Boards be paid to the Metropolitan Toronto School Board. (482)*
54. *The Province continue to provide local fiscal autonomy for all school boards in Ontario by permitting a discretionary local levy. (499)*
55. *A board be authorized to make a discretionary levy only after its expenditure ceiling has been reached. (499)*
56. *For an elementary school board, the net yield per pupil of the discretionary levy be fixed at one per cent of its grant ceiling per pupil for each one-tenth of a mill levied. (499)*
57. *For a secondary school board, the net yield per pupil of the discretionary levy be fixed at one per cent of its grant ceiling per pupil for each one-tenth of a mill levied. (499)*
58. *The excess of the actual yield over the net yield of the discretionary levy of some boards be payable into a provincial pool and used to augment the actual yield of other boards up to their net yield positions. (499)*
59. *The transfer of excess yield from the wealthier boards to those less wealthy be accomplished through the grant structure. (499)*

60. The discretionary local levy be limited to a maximum of three-tenths of a mill in the elementary panel and two-tenths of a mill in the secondary panel. (505)
61. Special estimates be drawn up by a board showing in detail the purposes for which the net yield of the discretionary levy will be used. (507)
62. Special estimates for the use of the net yield of the discretionary levy be approved by at least two-thirds of all eligible members of a board on a recorded vote. (507)
63. Area Boards encourage the formation of local school councils to recommend programs that would be eligible for funding by means of the discretionary levy. (513)
64. A list of the projects, programs or other purposes for which the discretionary funds would be used be printed and distributed to all ratepayers with their tax bills. (513)
65. A technical research team or teams be established to study the weighting factors in detail and to report their findings to the Minister. (518)
66. A study be undertaken to determine the "normal excess cost per pupil" required to finance the type of special education program the Province believes can and should be operated in all school divisions, and in all county and district combined Roman Catholic separate school zones without any weighting factor for special education. (534)
67. "Normal excess cost per pupil" be used instead of the excess cost per pupil of the median board in the formula for determining the special education weighting factor of an elementary school board. (534)

68. The dollar amount of the "normal excess cost per pupil" be reviewed periodically to keep it in line with cost increases and with any changes in Provincial policy with respect to minimum special education requirements. (534)
69. A board which feels that its special education weighting factor does not measure accurately the excess costs of its special education programs be permitted to appeal to the Minister for the authority to spend, in addition to its calculated ceiling, such sums as may be approved by the Minister to finance such excess costs. (534)
70. Boards that provide special education programs for secondary-school students have the total excess cost of such programs recognized in determining their expenditure ceilings. (536)
71. A small-school factor be made applicable to all elementary schools that comply with provincially established guidelines. (556)
72. Finer gradations be used in establishing the instructional salaries weighting factor and the maximum be removed. (561)
73. The whole of the instructional salaries weighting factor be a part of the grant weighting factor. (561)
74. In calculating the density factor for the designated cities and for the Area Boards of Metropolitan Toronto, large parks, airports, zoos and expressway right-of-ways be excluded from the acreage. (563)
75. The Adjusted Average Daily Enrolment of a board include 60 per cent of the decrease in the Average Daily Enrolment from one year to the next in the

first year, 30 per cent in the second year, and 10 per cent in the third year. (572)

76. The Ministry of Education seek to have the health-related costs of special education programs borne by the Ministry of Health. (581)
77. Debt charges and capital expenditures from the revenue fund incurred by the Area Boards and approved by the Metropolitan Toronto School Board be financed by provincial grants and a uniform mill rate across Metropolitan Toronto. (587)
78. Capital expenditures from the revenue fund not approved by either the Minister or the Metropolitan Toronto School Board become the responsibility of Area Boards and be financed by a levy on the ratepayers of the Area Boards incurring them, subject to the mill rate maxima already in the Act respecting a local levy. (590)
79. The Metropolitan Toronto School Board come under the general legislation with respect to limits on capital expenditure from the revenue fund. (592)
80. The Metropolitan Toronto School Board continue to determine:
 - (i) how much of the statutory maximum allowance for capital expenditure from the revenue fund is to be spent in any year;
 - (ii) how much of the amount so determined is to be used to reduce new debenture debt; and
 - (iii) the apportionment of the remainder among the Area Boards. (595)
81. Transportation expenditures of an Area Board that fall within recognized extraordinary expenditure and additional transportation expenditures approved by the Metropolitan Toronto School Board be financed by

provincial grants and by a uniform levy across Metropolitan Toronto. (598)

82. Transportation expenditures classified as extraordinary by the Ministry or by an Area Board but not approved by the Metropolitan Toronto School Board and not recognized for grant purposes be a charge upon the ratepayers of the Area Board concerned. (598)
83. Grants on recognized extraordinary expenditure continue to be calculated for Metropolitan Toronto as a whole and be paid to the Metropolitan Toronto School Board. (601)
84. Supplementary expenditures of an Area Board that are to be financed by a uniform mill rate across Metropolitan Toronto be subject to the approval of the Metropolitan Toronto School Board. (607)
85. Supplementary expenditures of an Area Board in excess of those approved by the Metropolitan Toronto School Board be a charge on the ratepayers of the Area Board. (607)
86. The surpluses accumulated by an Area Board at the end of a fiscal year be disposed of as follows:
 - (a) A surplus on ordinary expenditure account caused by the actual ceiling on expenditures being less than the estimated ceiling be returned to the Metropolitan Toronto School Board for the purpose of decreasing the succeeding year's Metro-wide mill rate;
 - (b) A surplus on ordinary expenditure account caused by an Area Board spending below its actual expenditure ceiling, except to the extent that the actual expenditure is also below the Area Board's grant ceiling, be returned to the Metropolitan Toronto School Board for the purpose of reducing

- the succeeding year's Metro-wide mill rate;*
- (c) A surplus on ordinary expenditure account caused by an Area Board spending below its grant ceiling be returned to the Metropolitan Toronto School Board but be credited to the Area Board to be reflected in the succeeding year in a lowering of its mill rate;*
 - (d) A surplus on ordinary expenditure account caused by an Area Board underspending the proceeds of its discretionary levy be used to decrease the succeeding year's discretionary levy;*
 - (e) A surplus on extraordinary expenditure account caused by an Area Board not spending all of the funds approved by the Metropolitan Toronto School Board for capital expenditure from the revenue fund be returned to the Metropolitan Toronto School Board to reduce the succeeding year's Metro-wide mill rate;*
 - (f) A surplus on extraordinary expenditure account caused by lower expenditures on transportation than those approved by the Metropolitan Toronto School Board be returned to the Metropolitan Toronto School Board to lower the succeeding year's Metro-wide mill rate;*
 - (g) A surplus on extraordinary expenditure account caused by an overlevy for supplementary estimates be used to reduce the succeeding year's supplementary levy for that Area Board. (614)*

87. The deficits accumulated by an Area Board at the end of a fiscal year be disposed of as follows:

- (a) A deficit on ordinary expenditure account caused by the actual ceiling being greater than the estimated ceiling be met as part of the Metro-wide mill rate in the succeeding year;*
- (b) A deficit on ordinary expenditure account caused by the spending level being above the actual ceiling be subject to the normal penalty applicable*

to any board in the province that spends above its ceiling;

- (c) A deficit caused by the overspending of the net yield of the discretionary levy be used to reduce the maximum allowable discretionary levy in the succeeding year;
- (d) A deficit on extraordinary expenditure account caused by spending in excess of the amounts approved by the Metropolitan Toronto School Board become part of the Area Board's supplementary estimates in the following year;
- (e) A deficit caused by an underlevy for the board's supplementary estimates be met by including the amount in its supplementary estimates for the succeeding year. (616)

- 88. The Municipality of Metropolitan Toronto Act be amended to give the Metropolitan Toronto School Board the power to issue its own debentures for long-term borrowing. (618)
- 89. Legislative grants be paid on the administrative costs of the Metropolitan Toronto School Board that fall within the grant ceiling. (628)
- 90. Weighting factors similar to the 1.5 factor now applied to the trainable retarded pupils be devised for pupils in other schools operated by the Metropolitan Toronto School Board and be used in calculating the grant and expenditure ceilings for the schools operated by that Board. (628)

Note: While the Commissioners believe it would be desirable to realign the political boundaries of the Area Boards, they wish to reiterate that the major recommendations in this Report stand on their own and are not based on any assumption or requirement that the boundaries will be adjusted.

CHAPTER I

THE HISTORY OF PUBLIC EDUCATION IN METROPOLITAN TORONTO: THE SEARCH FOR EQUITY

- 1 The history of education in Metropolitan Toronto over the past 21 years has been a "search for equity": how to marshal the economic resources of the total area and divide them on some equitable basis among the Boards. Only thus could it be possible to guarantee equal educational opportunity for every child in Metro Toronto, regardless of where he or she happened to reside.
- 2 No attempt is made in this Report to write in detail the history of public education in Metropolitan Toronto, as there is a plethora of historical information on Metro available (Appendix B VII contains a partial list).
- 3 A major force in the shaping of Metro Toronto's history has been the tension between centralization and decentralization. In the educational sphere, the goal has been to find the most effective balance of powers and responsibilities among the Ministry of Education, the Metropolitan Toronto School Board, and the Area Boards of Education.
- 4 Studies of Metro Toronto in the past have always dwelt primarily with developing recommendations for the municipal corporation. Education has been drawn along in the wake of whatever solution was thought best for the municipal government. This is the first study that has focused specifically upon education: What is the best form of finance and governance for public education in the Metropolitan Toronto area?

1945 - 1953

- 5 Postwar Toronto was a gangling adolescent metropolis with a population of 1,172,556 in 13 municipalities, with 27 school boards each developing independently while in close physical proximity. By the early 1950's, the "bedroom" suburbs could not afford to build the municipal facilities needed to service vast new residential developments, nor did they have the resources to build the schools and educate the children who were appearing on their doorsteps. The core City of Toronto had a healthy tax assessment and a stable population, while the suburbs with a poorer assessment base were experiencing population explosions, precipitating rapidly rising municipal and educational expenditures. The problems caused by the uncoordinated growth and the difficulty municipal councils were having in gaining the necessary approval of the Ontario Municipal Board for the issuance of debentures, along with the disparity in resources, created crisis-level pressure for reorganization in the structure of governance and finance for the geographical area now known as Metro Toronto.

1953 - 1967

- 6 The Ontario Municipal Board, under the chairmanship of Lorne Cumming, was asked in 1952 to find a solution to the financial dilemma. The resulting Municipal Board Report in January of 1953, coupled with Bill 80, is the first milestone in the development of present day Metropolitan Toronto. The Report recommended a two-tier federated system of municipal government. A metropolitan governing council was to be responsible for areawide services; yet each municipality was to retain a high degree of local autonomy. Central to the Report was the proposal that the "combined resources of the entire area . . . be made available to support education . . . to a reasonable minimum standard". The result of the Cumming Report was Bill 80 passed as *The Municipality of*

Metropolitan Toronto Act by the Ontario Legislature on April 15, 1953. It legislated for the educational sphere what the Cumming Report recommended for the municipal sphere: a two-tier system of governance with a Metropolitan Toronto School Board and 11 Area Boards of Education.

- 7 From 1954 to 1963, the two-tier system of governance designed to increase fiscal equity had to cope with unprecedented growth in the area of public education. An increase of 25,000 public elementary school students and nearly 34,000 secondary school students in Metro Toronto necessitated the building of 86 public elementary schools, 44 intermediate schools and 20 secondary schools. Educational operating costs rose from \$49.4 million to \$149.8 million in just nine years (N17)¹.
- 8 While the new Metro structure was successful in providing the capital funds for building new schools, it met with limited success in achieving equity in meeting the current costs of school operations. The fiscal mechanism by which the Boards endeavoured to move towards equity was the Maintenance Assistance Payments (M.A.P.'s), made by Metro to the Area Boards. The M.A.P.'s were composed of the legislative grants earned by the Area Boards, but paid directly to the Metropolitan School Board, together with the yield of a Metro-wide education levy sufficient to raise the balance of the money required.
- 9 It was intended that the level of support provided by the Maintenance Assistance Payments would be at least 60 per cent (Appendix A, Table A1). In fact, because the M.A.P. levels were determined by the majority vote of the Metro Board, between 1955 and 1963, except in the case of technical schools, the M.A.P.'s dropped from approximately

¹ An explanation of the system of footnotes and references in this Report will be found in the section entitled "Organization of the Appendices" and at the beginning of the Master File Index in Appendix B VI.

60 per cent of the Metro average expenditure to barely 50 per cent of the Area Boards' expenditure levels. This decrease in equalization resulted because the representatives of the "have" boards outnumbered those of the "have-not" boards. Since Toronto's assessment per elementary pupil was almost three times as large as Scarborough's, a considerable degree of inequity resulted. With a tax rate of 26.78 mills (N17), Toronto was able to spend \$523. per elementary student and \$768. per academic secondary student in 1963 (Appendix A, Table A2). But Scarborough, with a tax rate of 28.63 mills, which was the highest for any Board in Metro, was able to raise only enough revenue to spend \$378. per elementary student and \$670. per academic secondary student. Beyond the point of equalization provided by the M.A.P.'s, the Area Boards were on their own. The M.A.P. in 1963 covered \$205. of Scarborough's \$378. per elementary student, leaving \$173. to be met by local levy. In Toronto's case, the local levy was \$318. (\$523. - \$205.); yet Toronto's elementary mill rate was lower than Scarborough's. Because the Area Boards did not want their mill rates to get too far out of line with one another, a close relationship between the assessment per pupil and the expenditure per pupil in each Area Board was the inevitable result.

- 10 Under Bill 80, the Metropolitan School Board assumed all debenture debt outstanding on January 1, 1954, but was allowed to finance only the local portion of new capital debt charges up to the level approved by the Minister for grant purposes. As the years went by and the Ministerial approval levels remained constant, increasing building costs meant that Boards with big building programs like Etobicoke, North York and Scarborough had to finance from their own tax revenues as much as 50 per cent of the debt charges on new buildings.
- 11 In 1964, the legislation was changed to permit the Metropolitan School Board to assume the local costs of debt

charges up to whatever level the Metro Board approved. A Ceiling Cost Formula was established by the Metropolitan School Board, and the local share of the cost of any school built within that formula was then financed by the whole of Metropolitan Toronto. However, a heavy backlog of accumulated debt charges from 1954 to 1963 was left as a burden unequally distributed among the Area Boards.

- 12 By 1963, it was clear that the Area Boards would not be able to agree to reach an acceptable degree of equity by the system of Maintenance Assistance Payments. A new formula had to be found that would guarantee a higher level of support, if a more equitable distribution of resources was to be accomplished. The search for equity moved into a new phase.

1967 - 1971

- 13 The Report of the Royal Commission on Metropolitan Toronto (The Goldenberg Report) published in June of 1965 together with Bill 81 constitute the second major milestone in the development of the structure of educational governance operating in Metropolitan Toronto today. The Report recommended the amalgamation of the 13 municipalities into four cities, but suggested a radically new form of local school administration. There were to be 11 local districts of roughly equal population, completely disregarding municipal boundaries, but following natural boundaries such as expressways, main railways and ravines. Commissioner H. Carl Goldenberg proposed that school finance and certain Metro-wide school services be centralized in the Metro Board, and that education in Metro Toronto be financed by a uniform mill rate across the whole area.
- 14 The central concept of the Goldenberg Report retained a two-tier system of municipal governance for Metropolitan Toronto. But Bill 81, which became effective in January of 1967 and pertained to education, departed substantially from the

Report. Instead of four cities, one city and five boroughs were created. The idea of establishing 11 school districts was completely rejected, partly because the boundaries of the districts would not be coterminous with municipal boundaries and partly because of the opposition the proposal aroused among local trustees and school officials, who did not relish the idea of breaking up existing organizations. Instead, each of the six area municipalities was to have its own board of education.

- 15 Commissioner Goldenberg recommended equal representation on the Metro Toronto School Board because he saw the proposed 11 districts as being roughly equal in population. Bill 81 provided for differentiated representation from the six Area Boards in a pattern as close as possible to representation by population. Each board was to be represented by its chairman and, in addition, five trustees from Toronto, two from North York, and one each from Etobicoke and Scarborough.
- 16 One major recommendation of the Goldenberg Report that was incorporated unchanged in Bill 81 was the proposal for a uniform Metro-wide mill rate to finance all aspects of public elementary and secondary education in Metro Toronto that came under the jurisdiction of the Metro Board. By recognizing Metropolitan Toronto as a single economic and geographic unit and thereby making it "fair" to take the total resources generated within the area and distribute them on some equitable basis among all the boards, Bill 81 increased the potential for fiscal equity among the Area Boards.
- 17 Bill 81 made the budgets of the Area Boards subject to Metro Board approval. But to ensure a measure of local autonomy, a discretionary levy was authorized. If the Metro Board eliminated or cut back a proposed expenditure from an Area Board's budget, the Area Board had three recourses:
 - (i) accept the cut;
 - (ii) appeal to the O.M.B. for restitution of all or part

of the cut; or
(iii) finance the deleted expenditure by a local levy on the ratepayers of the area municipality concerned. However, very little use was made of the discretionary levy because the Metro Board used its powers of control over Area Board budgets so sparingly.

- 18 While the "have" boards were continuing to forge ahead in the provision of educational services, the "have-not" boards were making progress satisfactory to themselves and their ratepayers, even though they were not making much progress towards catching up with the higher-spending boards. It is apparent now that the lower-spending boards did not request from the Metro Board all the services and improvements in services that they could have legitimately sought and received under the Metro arrangement.
- 19 There was, however, some equalization of services among the boards. For example, Scarborough's elementary pupil-teacher ratio in 1966 was 13 per cent higher than the Metro average, whereas by 1970 it was only 9 per cent higher (C1). The Borough of York's PTR as a percentage of the Metro average dropped only from 103 to 101 per cent, while Etobicoke's rose from 100 to 102 per cent.
- 20 In secondary school PTR's, considerably more progress towards equity had been achieved by 1970. East York's PTR, the highest in 1966 at 110 per cent of the Metro average, had dropped to 101 per cent by 1970; while Scarborough's, the lowest in 1966 at 94 per cent of the Metro average, had risen to 100 per cent by 1970. In the latter year, the range was from 98 to 102 per cent of the Metro average.
- 21 Despite this evidence of increasing equity in terms of staff, graphs show that in terms of expenditure per pupil, the gap between the highest and lowest spending boards had widened for elementary schools, though it had narrowed

somewhat for secondary schools (Appendix A, Table A3; Graphs A I, A II). Bill 81 proved only a partial remedy for many of the problems bedeviling the two-tier structure of educational governance during the sixties.

1971 - 1973

- 22 Prior to 1970, there was a foundation-program type of provincial aid to school boards in effect in Ontario. The net result of this plan was to equalize the ability of the poorer boards to provide the foundation level of services. However, the foundation level was set at approximately the provincial average expenditure level. Since the Metro boards were above the provincial average in both assessment per pupil and expenditure per pupil, the provincial grant structure did very little to provide fiscal equalization among the Area Boards. This was the major reason for the equalization provided by the M.A.P.'s prior to 1967 and the uniform mill rate after that date.
- 23 In 1969, concurrent with the creation of county and district divisional boards of education, a new grant structure was put into effect which dispensed with the foundation program idea. Instead, each board was paid a grant equal to a variable percentage of its operating expenditure up to a maximum level determined by the grant regulations, the percentage varying inversely with each board's assessment per pupil. By 1970, this grant plan assured each board in the province, regardless of its assessment per pupil, the same level of expenditure per pupil at the same mill rate on equalized assessment, provided the expenditure was not above the maximum level determined by the grant regulations.
- 24 There were, however, no limits placed on a board's power to spend beyond what came to be known as the grant ceiling. The Metro boards in total were spending well above the grant ceiling, because their assessment per pupil was among the

highest in the province.

- 25 Because of the continued inequalities in education spending among the boards, because of the Province's commitment to provide 60 per cent of the total expenditures of school boards by 1973, and because of the spiralling per pupil costs of education, *The Department of Education Act* was amended in 1969 to permit the Minister of Education to make regulations "governing . . . expenditures that may be made by a board for any purpose". (R.S.O. 1970, c. 111, s.12) Effective January 1, 1971, a new period in the educational history of Ontario commenced, with provincial expenditure ceilings placed on school board budgets.
- 26 Through the new grant plan which established weighting factors applicable to every school board in the province, the Ministry of Education has been able to achieve a much greater degree of cost equalization than was previously possible. Since any decision of a school board to spend more money has a direct impact on the expenditure level of the provincial treasury and the degree of fiscal equity among the school boards, it was inevitable that the Government would adopt some system of expenditure control.
- 27 Spiralling costs, galloping inflation, increasing public concern over the high cost of education, increasing public realization that education is not going to solve all of the ills of society, and continuing inequity - all combined to bring about expenditure ceilings on school board budgets. Coincidental with these influences was a shift in Provincial spending priorities as the public demanded more funds be directed towards improved health plans, mass public transit, pollution control, public housing and welfare.
- 28 The advent of the ceilings created a "crunch" situation in Metropolitan Toronto that gave an unforeseen impetus to the process of moving towards equity. It is interesting to note that Scarborough began to close the equity gap only after

the imposition of ceilings on spending in 1971.

- 29 The frustrations of the Area Boards, however, were increased further by the imposition of the ceilings. North York and Toronto were being required to cut back their spending patterns sharply in order to meet the ceilings. Etobicoke and Scarborough saw little hope of ever achieving equity, because they could increase expenditures only at the expense of the higher spending boards. Out of this mood of dissatisfaction came a request to the Minister of Education to review once again the method of governance and financing for public education in Metropolitan Toronto. On June 13, 1973, the present Commission was appointed.
- 30 Throughout the 20 years, the basic problems and central principles involved have not changed essentially. The question still persists: How do you take the resources of the total area and apply them equitably to the provision of equal educational opportunity and still retain a strong measure of local autonomy? It is to this continuing conundrum and related issues that the present Ministerial Commission addressed itself in developing recommendations for the organizing and financing of education in the public elementary and secondary school system of Metropolitan Toronto.

CHAPTER II

PROPOSED ALTERNATIVE TO THE PRESENT SYSTEM OF EDUCATIONAL GOVERNANCE IN METROPOLITAN TORONTO

The Accomplishments of the Metropolitan Toronto School Board

- 31 Before considering possible alternatives to the existing structure of educational governance in Metropolitan Toronto, the Commissioners spent considerable time reviewing the past accomplishments and analysing the strengths and weaknesses of the present system. Our studies indicate that the two-tier system of educational governance in Metropolitan Toronto is looked upon by business administrators, educational officials, research analysts and students of government throughout North America as a resounding success. Numerous articles and texts, some of which are listed in the accompanying bibliography, praise the accomplishments of the Metropolitan Toronto school system.
- 32 Robert Bendiner, speaking of Toronto in *The Politics of Schools: A Crisis in Self-Government*, writes (215): "For . . . years a great urban complex in Canada has been experimenting with, and constantly improving, a system of urban government that political scientists in the United States have only talked wishfully about, as though it were a utopian scheme suitable for pleasant speculation."
- 33 In February of 1970, the United States Committee for Economic Development stated in *Reshaping Government in Metropolitan Areas* (p.71): Metropolitan Government "represents a major breakthrough in governmental structure."

Hopefully, the Toronto experience - modified to suit the needs of individual areas - can serve as a guide to metropolitan governmental reform in the United States."

- 34 The achievements of the past 20 years cannot be denied. There is an impressive record of cooperative involvement to meet the problems of a burgeoning Metropolitan area. Some considerable credit for the retention of the inner core of Toronto as a desirable place to live, work and raise a family must go to the school system.
- 35 While the numerous accomplishments are too long to catalogue in their entirety, a brief listing of the major ones is important as a background to understanding the proposed new structure.
- 36 Most notable among the Metropolitan Toronto School Board achievements has been the ability of the suburban Area Boards of Education, in a time of rapidly increasing enrolments and limited local resources, to build new facilities at an astonishing rate. Between 1954 and 1973, as the student population grew from 181,901 to 388,254, over 300 new schools and 1,000 major additions were built and approximately 1,000 portable classrooms were added throughout Metro to accommodate this population boom (Table 1). This response would have been impossible financially had the Area Boards been left to their own resources.
- 37 The City of Toronto was able to replace 32 old schools and build 60 additions between 1954 and 1973, thereby rejuvenating the inner city. Toronto is unique among large cities in the preservation of its inner core as a desirable residential area and an enjoyable place to visit. The quality of the schools and the educational programs has been one of the major factors in this phenomenon.

TABLE I. GROWTH OF THE METROPOLITAN TORONTO PUBLIC SCHOOL SYSTEM 1954 - 1973

I.	1954	1973
Enrolment		
Elementary	146,652	253,891
Secondary	35,249	134,363
TOTAL	181,901	388,254
Teachers		
Elementary	4,861	10,948
Secondary	1,432	8,082
Schools		
Elementary	262	497
Secondary	36	105
Trainable Retarded		13
Portable Classrooms	250	940 ^a
II.	1954 to 1973	
Number of Additions to Existing Facilities		1,000
Total Cost of New Schools and Additions (Excluding Sites)	\$735,184,000	
Number of Sites Purchased		746
Number of Acres for Sites Purchased		3,000
Cost of Sites	\$120,574,000	
III.		
Replacement value of all Metropolitan Toronto schools and administration buildings, January 1, 1974 (not including sites):	\$1,100,000,000	

^a Approximately 1,300 portables were in use during the 1969-1970 school year.

Sources: Report of the Minister of Education, 1954
M.T.S.B. Statistical Submission (S1)
F59

- 38 During this same period, the Metropolitan Toronto School Board developed a Ceiling Cost Formula for the purpose of establishing and monitoring quality and cost control of school construction. The Ministry of Education subsequently developed a Capital Grant Plan based upon the School Board's formula.
- 39 In partnership with the Ministry of Education and the Educational Facilities Laboratory, which is a non-profit project of the Ford Foundation, the M.T.S.B. undertook a Study of Educational Facilities (S.E.F.), a modular building system designed to foster economy, quality, speed of construction and flexibility in school facilities. Together with its academic studies of Educational Specifications and User Requirements, the S.E.F. system has been copied by a number of Canadian and American cities and studied throughout the world. It is doubtful that any school has been built in Canada within the last five years that has not been influenced by this study.
- 40 All of the property assessment of Metropolitan Toronto was placed behind each child for purposes of capital and operating expenditures.
- 41 A Uniform Code of Accounts was developed to facilitate budget making, cost comparisons and financial accountability. This system was also adopted by the Ministry for the whole province.
- 42 In an effort to move towards equity in the allocation of the available funds, a series of formulae were developed covering the major areas of the budget.
- 43 At the request of the Area Boards, the M.T.S.B. took on the responsibility for negotiating a Metro-wide salary and fringe benefit agreement with the 10,948 elementary and 8,082 secondary teachers (Table 1) in Metropolitan Toronto. The M.T.S.B. is presently exploring the possibility of

undertaking similar negotiations with non-teaching personnel.

- 44 To take advantage of economies of scale and the organizational capability to mount cooperative ventures, the Metropolitan Toronto School Board has coordinated group insurance plans and the equalization of other fringe benefits for staff, cooperative purchasing, self insurance, computer studies and cash flow to Area Boards. The M.T.S.B. has developed a personnel record file system and also a debenture debt file that has recovered millions of dollars in capital grant funds from the province.
- 45 In moving to meet the special needs of some children, the M.T.S.B. has provided considerable support and coordination in developing programs for inner city schools, English as a second language, special vocational schools, junior Kindergartens, the French secondary school and a broad range of compensatory programs.
- 46 The highly specialized needs of some children have been met by the establishment of schools for the deaf and the orthopaedically handicapped, the schools for the mentally retarded, and programs for the blind.
- 47 The M.T.S.B. has coordinated the development, by a committee of teachers and officials, of a formula for the allocation of teaching staff among the boards on an equitable basis.
- 48 The relocation of redundant teachers throughout the boards of Metropolitan Toronto during these past two years, has enabled teachers to find continuing employment at a time of declining teaching opportunities.
- 49 To avoid wasteful duplication of in-service training for teachers, the School Board has facilitated arrangements whereby each Area Board offers programs open to all teachers in Metro.

- 50 Strict rules on attendance boundaries have been relaxed, resulting in the free movement of students to public elementary or secondary schools of their choice anywhere in Metro without a fee.
- 51 The Metro School Board coordinates the shared use by Area Boards of Toronto's unique community resources, such as the Museum, Planetarium, Science Centre, Art Gallery, Performing Arts, etc.
- 52 The School Board has coordinated some major joint research studies among the Area Boards, and also provided strong support for the establishment of the Metropolitan Educational Television Association which was the forerunner of the Ontario Educational Communications Authority.
- 53 Almost without exception, the Submissions to the Commission made reference to the "clout" developed by the Area Boards acting in concert through the M.T.S.B. in dealing with the Ministry of Education, a strength no single board could possibly develop alone. This "clout" looms large in importance at a time when the powers of the central government seem to be increasing.
- 54 While these past achievements cannot be denied and many of their benefits continue, the boom years of the 60's are past. The first few years of the 70's have seen the emergence of a new era, marked by a series of events which, occurring simultaneously, have had a profound impact upon the educational scene in Metropolitan Toronto, necessitating reassessment and response. Any consideration of an alternate form of educational governance for Metropolitan Toronto must take into account these strong forces which are buffeting the Area Boards. What are they?

New Pressures

- 55 The most significant event has been the imposition by the Provincial Government of ceilings on the expenditures by boards, a legislative change which has set limits on the annual rate of increase in educational spending.
- 56 While the ceilings were imposed upon all boards of education in the province, their impact upon the boards in Metropolitan Toronto was unique and stunning. County boards could react to and live within the ceilings individually and independently, but the Metro Boards were dumped into this icy water and had to swim through the rapids tied together. Since all of the boards in Metro must live out of the same cash drawer, no one board could spend more without some other board having to spend less. This dilemma naturally placed great stresses upon the six Boards' relationships with one another. The inability to respond individually to the ceilings and raise expenditure levels substantially to meet rapidly increasing costs was seen by the boards as the heaviest blow of all to their local autonomy. Table 2 shows the slowing rate of expenditure since 1970.

TABLE 2. THE METROPOLITAN TORONTO SCHOOL BOARD GROSS EXPENDITURES, 1955 - 1973

YEAR	GROSS EXPENDITURE	% INCREASE
1955	\$ 54,700,000	-
1958	88,531,000	62
1961	128,578,000	45
1964	171,098,000	33
1967	274,079,933	60
1970	402,838,986	47
1971	426,828,681	6.0
1972	459,214,103	7.6
1973	472,677,499	2.9

Source: F62

Note: 1973 figures are estimated figures

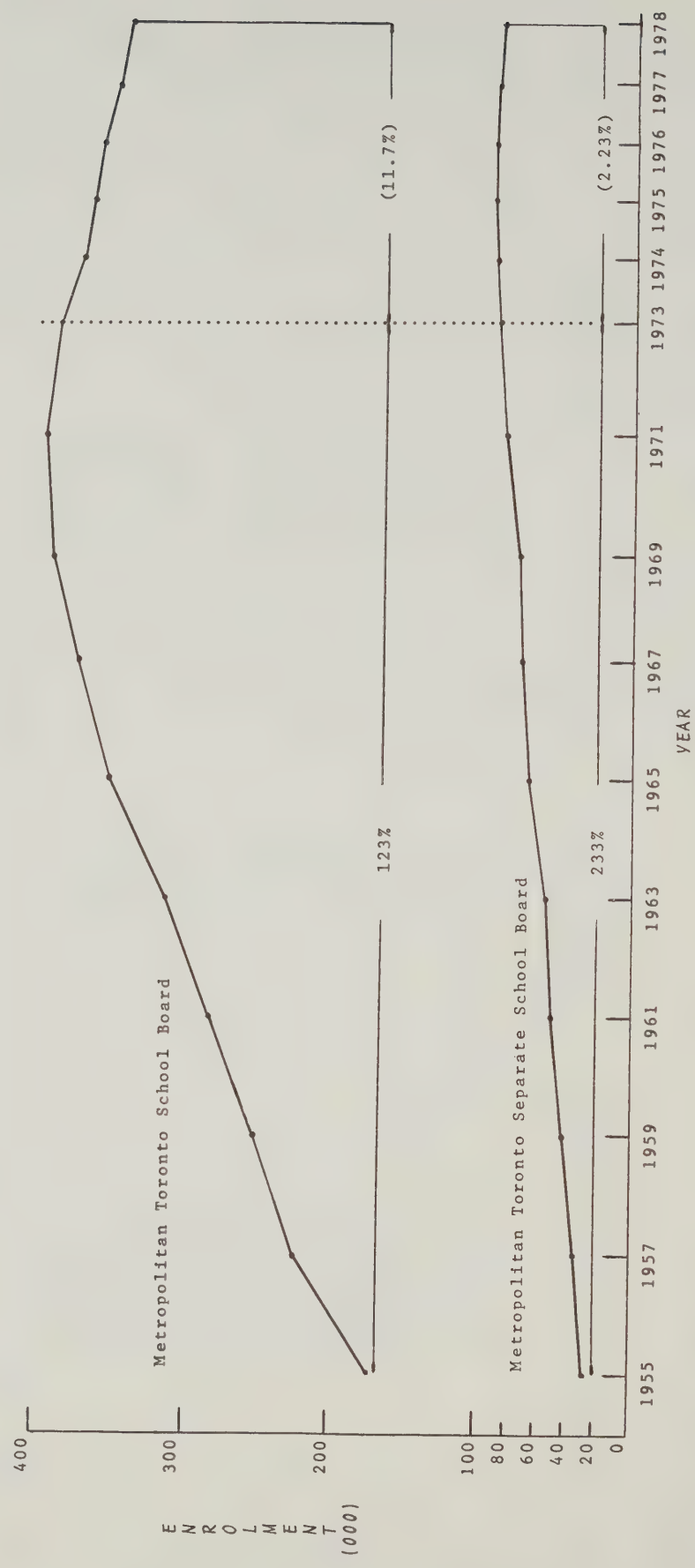
- 57 A second event of importance comparable to the imposition of ceilings is the dramatic decline in student enrolment. The drop in the number of public school pupils elementary and secondary combined which began in 1971 will approach 55,000 pupils by 1978 even by conservative estimates (Tables 3, 4; Graphs I, II, III). As the tables and graphs show, the City of Toronto will be hit hardest. This pattern throughout Metro Toronto will continue for the next decade at least and have a profound influence upon the boards' planning and practices. In fact, the problems faced by the boards in this era of contraction are more difficult to solve than those of the giddy expansionist years of the 60's.
- 58 The student population chart (Graph I: Table 3) illustrates graphically the dramatic and steady increase in the number of students served by the Metropolitan Toronto Separate School Board. Much of this increase, especially in the City of Toronto, has resulted from the transfer of Roman Catholic students from the public to the separate school system.
- 59 The declining enrolment in the public system has caused an embarrassing number of empty classrooms, a situation which could reach such a stage that the use or disposal of empty schools becomes a serious problem. The overhead costs of operating a large educational plant continue while the percentage of utilization declines. As recently as 1970 Metro Toronto was bursting with 1,300 portable classrooms. In 1973 there were only 940 in operation, and the number of empty classroom spaces grows month by month. The problem is exacerbated by the fact that the loss of students is spread erratically across the whole school system. Thus while some schools have empty classrooms, others have some large classes and even require portable classrooms to house enrolment bulges.
- 60 The 1970's have seen an abrupt change in the public mood of willingness to spend freely on education (Table 5, Graph IV).

TABLE 3. STUDENT ENROLMENT IN METROPOLITAN TORONTO SCHOOLS 1955-1973 AND PROJECTED 1974-1978

YEAR	ENROLMENT - METROPOLITAN TORONTO SCHOOL BOARD	% INCREASE (% DECREASE)	ENROLMENT - METROPOLITAN TORONTO SEPARATE SCHOOL BOARD	% INCREASE (% DECREASE)
1955	174,353	-	26,514	-
1957	222,399	27.56	33,795	27.46
1959	251,797	13.22	40,139	18.77
1961	282,284	12.11	46,955	16.98
1963	313,663	11.12	54,059	15.13
1965	348,718	11.17	62,695	15.98
1967	372,748	6.89	70,370	12.24
1969	390,759	4.83	73,056	3.82
1971	397,449	1.71	81,780	11.94
1973	388,254	(2.31)	88,173	7.82
.....
1974	375,438	(3.30)	90,342	2.46
1975	369,775	(1.51)	91,283	1.04
1976	360,093	(2.62)	91,340	.06
1977	350,774	(2.59)	90,968	(.41)
1978	342,804	(2.27)	90,135	(.92)

Source: Reports of the Minister of Education
Metropolitan Toronto Separate School Board
A22

GRAPH I. TOTAL STUDENT ENROLMENT IN METROPOLITAN TORONTO SCHOOLS, 1955 - 1973 AND PROJECTED 1974 - 1978



Source: Table 3

TABLE 4. ENROLMENTS OF AREA BOARDS OF EDUCATION 1970-1973 AND PROJECTED ENROLMENTS 1974-1978

I. ELEMENTARY

BOARD	1970	1971	1972	1973	1974	1975	1976	1977	1978
East York	9,755	9,833	10,089	10,145	10,226	10,310	10,341	10,379	10,401
Etobicoke	40,648	39,801	39,310	37,338	35,608	33,904	31,969	30,095	28,424
North York	71,874	70,035	71,755	69,128	66,744	64,950	62,780	60,680	58,680
Scarborough	57,537	56,761	58,668	57,490	56,732	56,600	56,380	56,220	56,450
Toronto	74,093	73,137	70,351	64,773	58,700	54,513	49,731	45,605	42,213
York	16,651	16,589	15,921	15,017	14,110	15,121	15,037	14,931	15,007
TOTAL	270,558	266,156	266,094	253,891	242,120	235,398	226,238	217,910	211,175

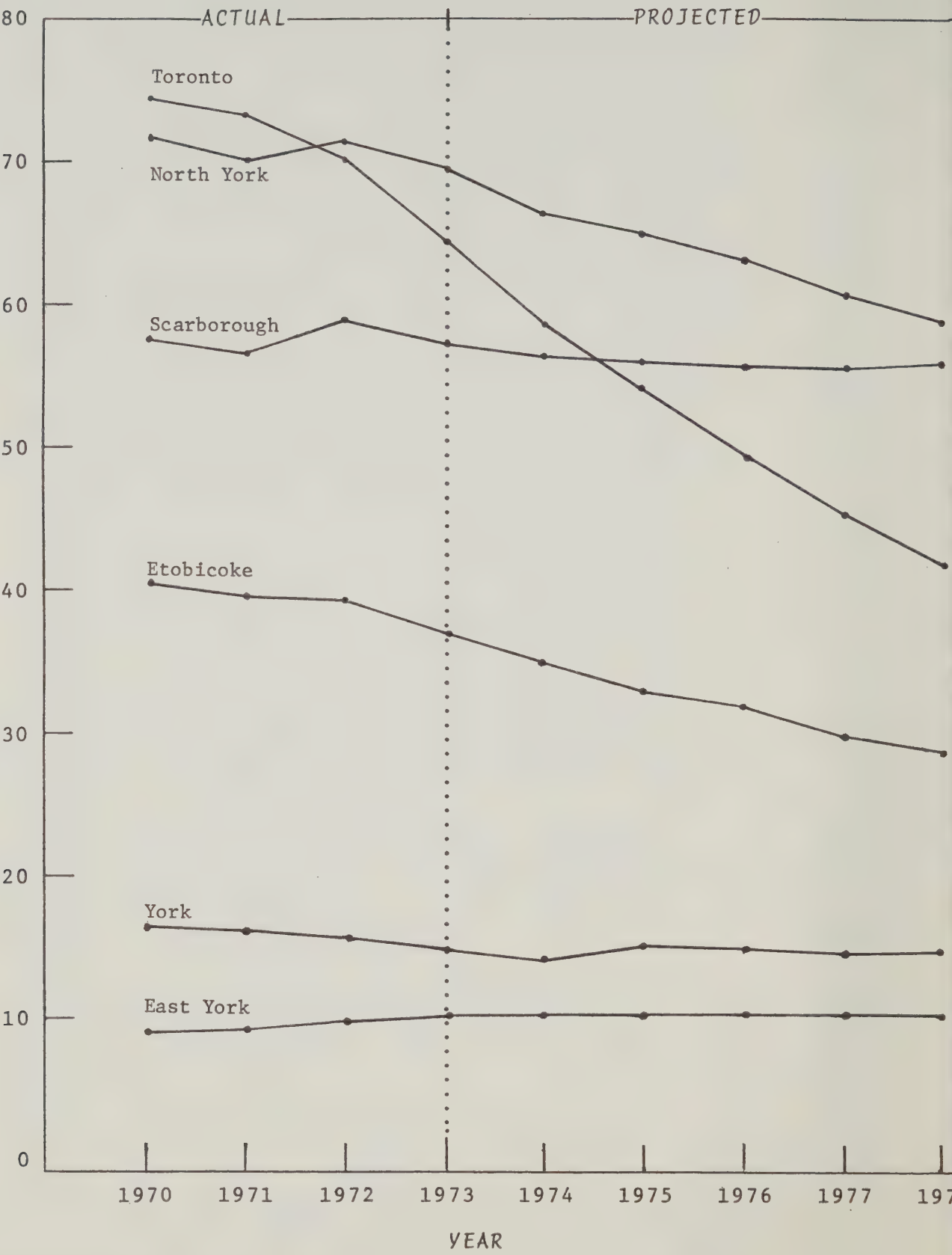
II. SECONDARY

East York	3,811	3,955	4,050	4,414	4,849	5,217	5,388	5,549	5,458
Etobicoke	21,071	21,733	22,078	22,027	21,674	22,231	22,414	22,428	22,157
North York	32,487	33,916	34,414	34,531	34,691	34,830	34,970	34,925	34,800
Scarborough	26,024	27,560	28,500	29,340	29,429	30,150	30,550	30,850	31,200
Toronto	36,049	36,033	36,168	35,880	34,500	33,850	32,480	31,180	30,050
York	7,863	8,096	8,202	8,171	8,175	8,099	8,053	7,932	7,964
TOTAL	127,305	131,293	133,412	134,363	133,318	134,377	133,855	132,864	131,629
GRAND TOTAL	397,863	397,449	399,506	388,254	375,438	369,775	360,093	350,774	342,804

Source: Reports of the Minister of Education
A22

GRAPH II. ENROLMENTS OF AREA BOARDS OF EDUCATION 1970-1973 AND PROJECTED ENROLMENTS 1974-1978

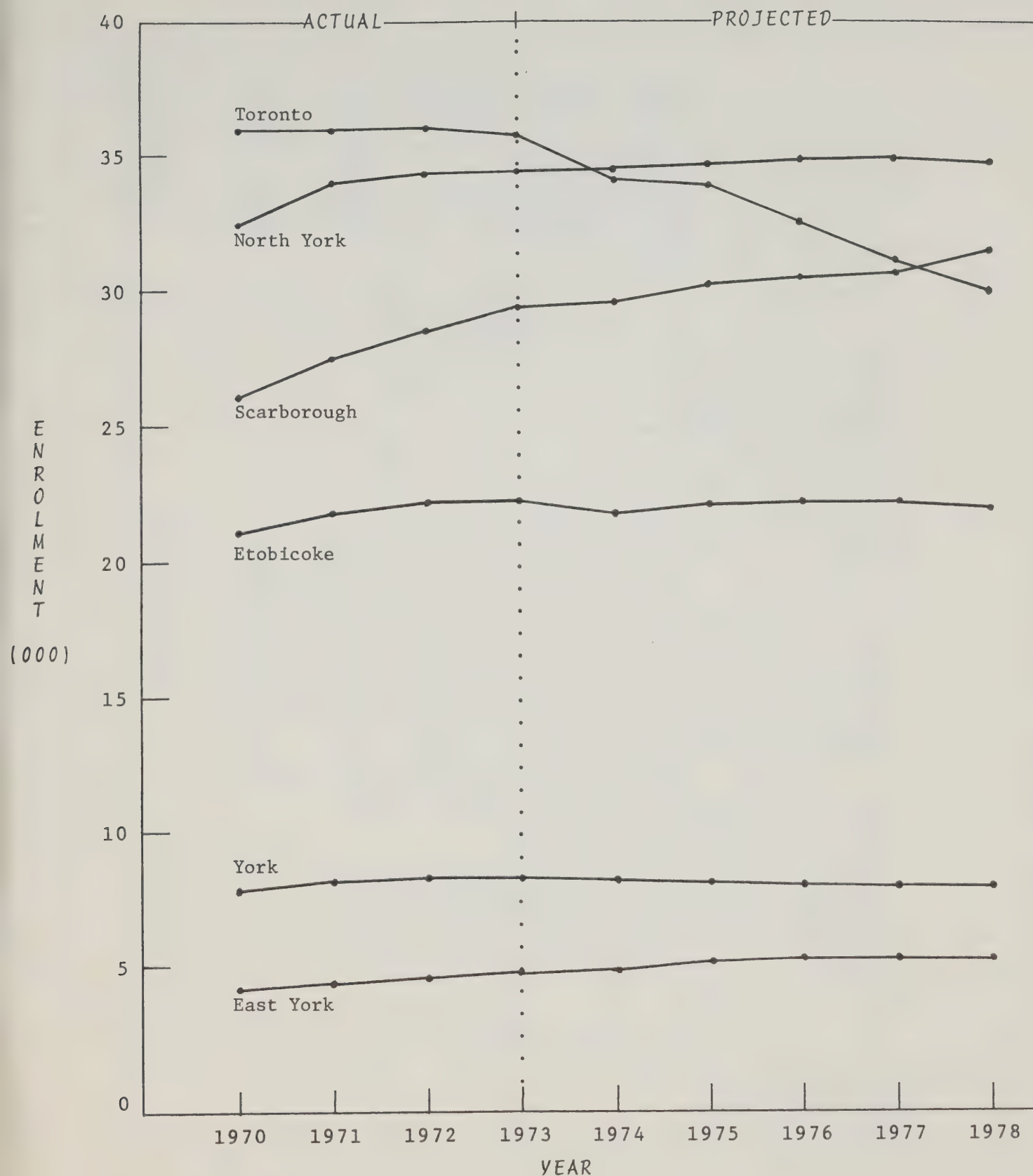
ELEMENTARY



Source: Table 4

GRAPH III. ENROLMENTS OF AREA BOARDS OF EDUCATION 1970-1973 AND PROJECTED ENROLMENTS 1974-1978

SECONDARY



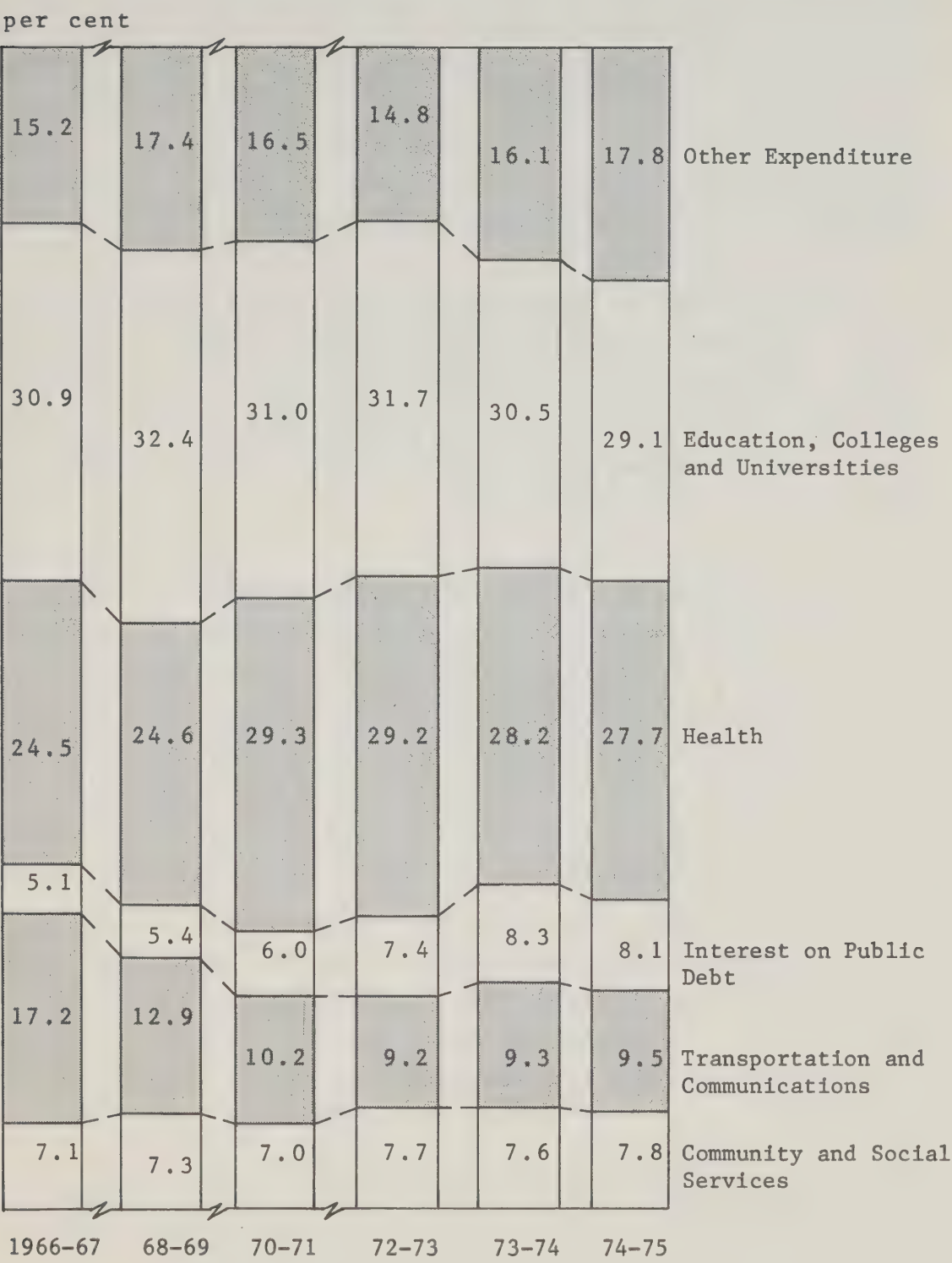
Source: Table 4

TABLE 5. BUDGETARY EXPENDITURE BY POLICY FIELD AND
MINISTERIAL RESPONSIBILITY
(\$ MILLION)

	1971-72	1972-73	INTERIM 1973-74	ESTIMATED 1974-75
<i>Social Development Policy</i>				
Health	1,701	1,893	2,052	2,314
Education	1,202	1,316	1,412	1,497
Colleges and Universities	645	736	822	927
Community and Social Services	460	501	558	647
	4,008	4,446	4,844	5,385
<i>Resources Development Policy</i>				
Transportation and Communications	597	598	681	794
Natural Resources	126	139	158	172
Agriculture and Food	98	97	104	105
Environment	25	37	44	65
Industry and Tourism	33	22	26	30
Labour	9	10	13	14
Energy	-	-	2	2
	888	903	1,028	1,182
<i>Justice Policy</i>				
Solicitor General	71	83	92	99
Correctional Services	67	73	86	95
Attorney General	56	60	69	77
Consumer and Commercial Relations	22	25	29	33
	216	241	276	304
<i>Other Ministries</i>				
Treasury, Economics and Intergovernmental Affairs	289	158	264	358
Government Services	159	162	178	225
Revenue	47	53	54	110
Housing	22	26	41	83
Other	18	15	16	20
	535	414	553	796
<i>Public Debt-Interest</i>	381	477	603	674
TOTAL BUDGETARY EXPENDITURE	6,028	6,481	7,304	8,341

Source N88, 1974 Ontario Budget.

GRAPH IV. RELATIVE IMPORTANCE OF MAJOR PROVINCIAL EXPENDITURE FUNCTIONS



Source: N88, 1974 Ontario Budget.

Although the 1960's was a decade of unparalleled educational growth generally supported by the public, taxpayers now are voicing a strong resistance to the upward spiralling of property taxes. There has been a corresponding reordering of priorities in spending at the provincial level (Table 5 and Graph IV), brought about by growing public expectations in the fields of health, social services, public transportation, and the environment. While Education still holds a high priority, other government services such as Health and Community and Social Services are increasing.

- 61 Although the rate of increase in educational spending has slowed down, the actual purchasing power of each educational dollar has been eroded by inflation. Table 6 and Graph V illustrate the fact that in the past five years the number of dollars available to boards in terms of absolute spending power is actually declining.
- 62 Bound by these financial strictures, boards must also face three groups of people who are pressuring them strongly to increase their spending. One is parents, who have increasing expectations of the school system, particularly in relation to the high cost services such as special education, which have grown steadily over the past ten years. Another group is the teachers, who are better qualified and who have grown militant in their demands for a voice in the size of classes, workload, increased salaries and fringe benefits. The growing strength of unions representing non-teaching employees has added to the pressures for significant increases in expenditures. Teaching and non-teaching salaries and fringe benefits account for approximately 82 per cent of a board's budget.
- 63 The introduction of the credit system through Circular H.S.1 by the Ministry of Education has had great impact both philosophically and organizationally upon school boards. Educators claimed in their submission that to implement this

new program effectively requires a lower pupil-teacher ratio than is possible under the present expenditure ceilings.

- 64 While endeavouring to come to terms with all of these new pressures and forces, the trustees are facing, as never before, a public which is demanding a greater voice and involvement in the decisions of the board.
- 65 Any one of these factors would have had a major impact upon the boards' planning and operations. Occurring simultaneously and acting in concert, they have dealt a series of staggering blows to the school boards of Metropolitan Toronto. Any consideration of the future structure of governance and financing must take these conditions into account and be flexible enough to adapt to these and other changes which will surely occur in the next decade.

Strengths of the Present Metropolitan Structure

- 66 Historically, the accomplishments of the M.T.S.B. have been considerable and are catalogued earlier in this chapter. However, we have just drawn attention to a series of forces pressing upon the boards today, which must bring into question the existing structure of educational governance in Metro Toronto as the best one to meet these changing conditions.
- 67 Before considering possible alternatives to the present system of educational governance in Metropolitan Toronto, the Commission had to consider the strengths and problems of the existing system.
- 68 Briefly, what are some of the strengths in the present Metropolitan structure?
- 69 The combined strength of the six Area Boards operating in concert, results in a degree of "clout" in its dealings

with other bodies and levels of government, which would not be possible to achieve if Area Boards acted alone.

- 70 The trustees and officials of the Area Boards believe that it is possible to achieve an overall Metro perspective and greater sensitivity and awareness when addressing themselves to the varying and special needs of other Area Boards.
- 71 There exists the opportunity for a high degree of coordination among the Area Boards relating to educational programs and other board operations.
- 72 As the six boards struggle towards a position of equity, they see the Metro formulae, devised cooperatively, as an effective avenue for achieving this goal (a belief that will be disproved in Chapter VII).
- 73 The negotiation of salaries and fringe benefits at the Metro level, resulting in a uniform salary schedule for teachers of all six boards, is a singularly valuable function of the present system. Guidelines for other staff salaries, established at Metro, help greatly to rationalize this difficult and potentially divisive area of the budgets.
- 74 The establishment of formulae for the allocation of teachers to each board on an equitable basis is the cornerstone of the present system of educational finance in Metro Toronto.
- 75 The ability of the Area Boards to cooperate at the Metro level, in the redeployment of redundant teachers whose positions have disappeared over the past few years, has resulted in stability of employment for teachers.
- 76 In the light of the decrease in capital funds available from the Province for school construction, the M.T.S.B.'s continuing role in coordinating and screening requests from the Area Boards and setting priorities is important.

- 77 The second level of scrutiny afforded by the two-tier system tends to result in more rational decisions.
- 78 While they were not provided for in Bill 81, the establishment of the Advisory Council of Directors and the Committee of Board Chairmen has provided invaluable forums and vehicles for sharing ideas and problems and for the careful consideration of difficult items of business referred to them by the Board.
- 79 The Area Boards of Metro share many problems in common. The actions of one board affect the others. The M.T.S.B. provides a meeting ground where common problems and differences can be thrashed out.
- 80 The M.T.S.B. is a body which can consider policies and actions at "arms length". One step removed from the passions of the local boards and their pressure groups, yet comprised of Area Board trustees, the M.T.S.B. can bring a special objectivity and statesman-like approach to issues such as site purchases, disposition of building needs, surplus facilities, attendance boundaries, staffing, and other complex matters.
- 81 The particular financial expertise developed by the Metro staff is an invaluable resource in the budget process and its initiatives in areas such as self insurance, cash flow, debenture debt file, and many others have resulted in savings of millions of dollars.
- 82 While there are numerous strengths evident in the present Metro system, there are also a number of weaknesses or problems which have brought the system under serious question by the Area Boards.

Present Problems with the Metropolitan System

- 83 The greatest problem experienced by the Area Boards has been a lack of sufficient funds to meet what they believe to be the educational programs required by their constituents.
- 84 The provincial ceilings on expenditures, inflation and declining enrolments have resulted in a series of financial crises over the past four years. This problem is compounded by the inflationary spiral continually outdistancing budget estimates and expenditure ceilings (Table 6; Graph V), coupled

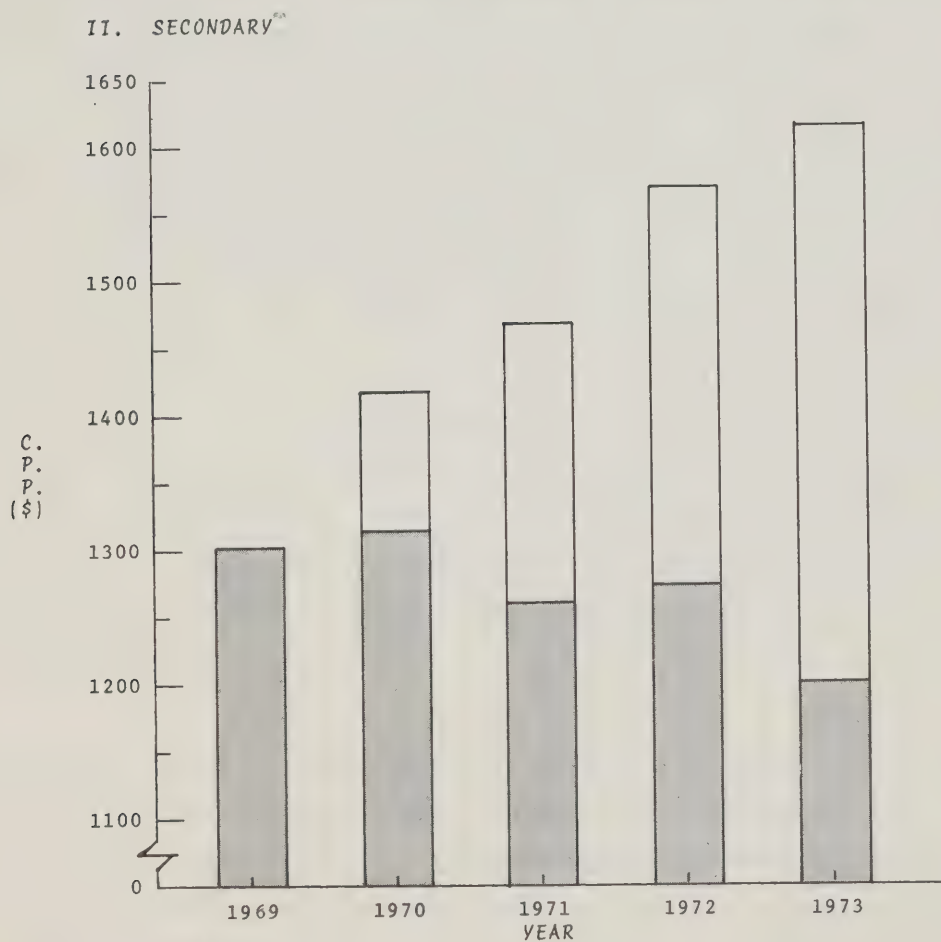
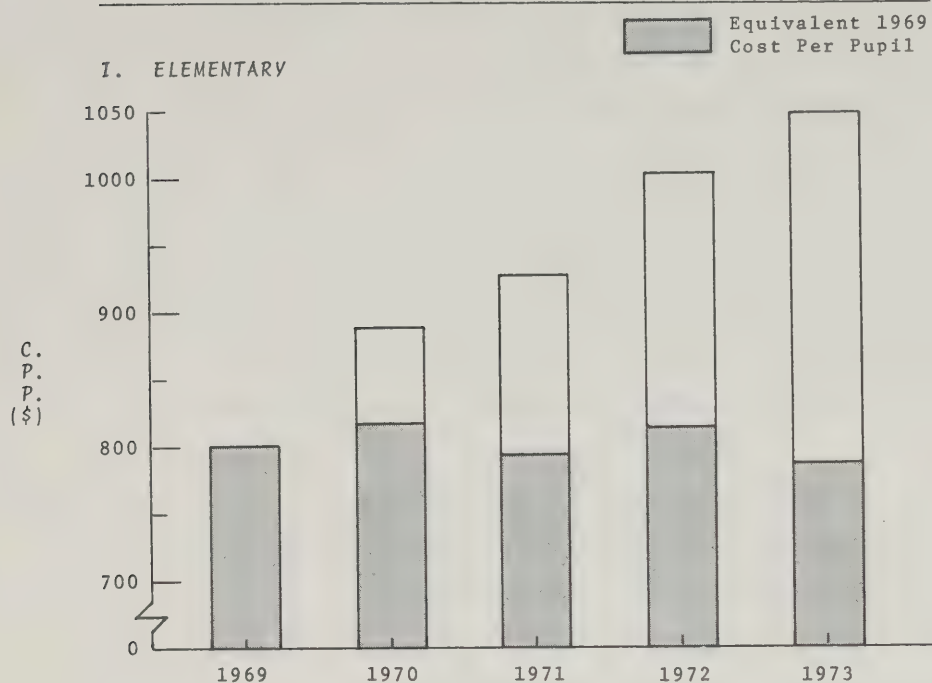
TABLE 6. METROPOLITAN TORONTO, AREA BOARDS OF EDUCATION
1969 CONSTANT DOLLAR AMOUNT OF ELEMENTARY AND
SECONDARY PER PUPIL COST, 1969 - 1973

<u>ELEMENTARY</u>		% INCREASE	TORONTO EDUCATION PRICE INDEX	EQUIVALENT 1969 COST PER PUPIL
YEAR	COST PER PUPIL			
1969	\$ 801.95	-	100.0	\$ 801.95
1970	887.53	10.7	108.5	818.00
1971	929.08	4.68	116.9	794.76
1972	1,006.95	8.38	123.9	812.71
1973	1,049.01	4.18	133.7	784.60
<u>SECONDARY</u>				
1969	1,303.86	-	100.0	1,303.86
1970	1,416.95	8.67	108.1	1,310.78
1971	1,467.51	3.57	116.8	1,256.43
1972	1,567.08	6.79	123.7	1,266.84
1973	1,621.69	3.48	134.9	1,202.14

Sources: F62, Table A5
M.T.S.B. Statistical Submission (S1)

- Notes:
1. Gross expenditure divided by ADE to obtain cost per pupil. For 1973, estimated expenditure and ADE were used.
 2. See Graph V.

GRAPH V. GROSS EXPENDITURE PER PUPIL, 1969-1973 IN CURRENT
AND CONSTANT DOLLARS



Source: Table 6

with the effects of declining enrolments. In their Briefs, the Area Boards complained about and documented for the Commission their beliefs that the present weighting factors lack the sensitivity required to reflect adequately the special needs of Metro Toronto.

- 85 Subsequent to the passage of Bill 81, the educational programs of the six Area Boards were "picked up where they were"; consequently, some boards which had well established programs began from a position far ahead of the other boards. The tortoises have never caught up to the hares.
- 86 The costs of continuing the established levels of program are shared by all of the taxpayers of Metro by means of a uniform mill rate for education. While equity has been the continuing goal, the gap which existed between the boards in expenditure per pupil and services offered did not narrow appreciably from 1967 to 1971. The crunch years following the imposition of the ceilings gave a fillip to this process, but further gains could only be achieved at the expense of the large, higher spending boards. These large boards are understandably reluctant to see substantial reductions in programs and staff, and the smaller boards chafe at the fact that they are not able to catch up.
- 87 The Area Boards complain that the educational leadership enjoyed by the Boards in Metro Toronto is no longer possible. The lighthouse programs are being dimmed or even blacked out, which has resulted in a stultifying professional climate for staff and a pronounced reduction in the quality of education provided.
- 88 Trustees and officials complain about the onerous and burdensome time demands of involvement in the Metro system. The budget process seems interminable. In 1973, it took almost six months and 13 different proposed budgets before the final consolidated budget could be struck.

- 89 Trustees complain that the major part of their time is spent in cutting budgets rather than in discussing and establishing educational programs.
- 90 It is estimated that at least 20 per cent of a director's time is spent on Metro business and other senior officials of Area Boards are also heavily involved in a host of Metro committees. The six board chairmen, supposedly part-time trustees, carry a staggering workload, in their triple capacities as chairmen of their local boards, as Metro trustees and as members of the Committee of Board Chairmen. Their time commitment is almost full time.
- 91 Dr. T. Williams of O.I.S.E., who has been studying the M.T.S.B. for two years, has commented strongly in speeches and articles upon the time demands of Metro involvement and sees it as perhaps the greatest problem confronting the M.T.S.B. today. (K4, N1, N76)
- 92 This lack of time coupled with the complexities of matters under consideration have caused an expanded role and resulting power for the Metro officials, as trustees and Area Board officials have looked to them for clarification and recommended courses of action. Metro is the central source of information and in fact controls the flow of this information to and from all of the Area Boards. This power was neither assumed nor usurped by the Metro officials but was a natural result of time pressures and the complexity of subjects under review. Regardless of how or why it happened, it is a fact, a fact which drains away the local autonomy of Area Boards.
- 93 While the formulae designed at Metro have been an ingenious attempt at allocating funds fairly, they have tended to perpetuate some glaring inequities, especially in the areas of plant operations and maintenance and the establishment of special education programs. The boards that were far

ahead in 1967 are still ahead. Boards that lag behind are understandably dissatisfied. The Etobicoke Board of Education, having failed in its bid to achieve equity at the Metro Board, has threatened to seek redress in the courts.

- 94 While it was not intended, the fact is that the formulae tend to dictate how funds should be spent in these years of scarcity. Area Boards tend to feel, rightly or wrongly, that they are unable to set their own spending priorities.
- 95 Area Boards tend to complain about the requirement to gather data associated with the consolidated budget process at Metro.
- 96 Boards resent the 19 steps required to process applications for capital projects. They see a duplication between the screening requirements at Metro and those of the Regional Office of the Ministry of Education.
- 97 There is an inability to adopt by majority vote of the M.T.S.B. uniform practices and processes essential to effective operation in such areas as computer services, site purchases and research.
- 98 Above all, if one theme ran through the briefs presented to the Commission, it was the cry for greater local autonomy. This cry seems to gather up all of their accumulated frustrations in dealing with the M.T.S.B. under the present structure. Real or imagined, the lack of local autonomy, the Area Board's inability to respond to local needs and the trustee's desire to be accountable to his constituents, loomed as the biggest problem for those who met with the Commissioners.

Criteria for Determining the Best System
of Educational Governance for Metro

- 99 Having studied the existing strengths and weaknesses in the

present Metro educational structure, the Commissioners set down a number of criteria as touchstones, against which it would be possible to test and measure any alternate structures under consideration. The Commissioners believe that any structure of educational governance proposed for Metropolitan Toronto should meet these criteria.

- (i) Equal educational opportunity should be available to any student in Metropolitan Toronto, regardless of where he or she resides.
- (ii) An equitable distribution of funds to all boards should be an attainable goal.
- (iii) An increase in local autonomy should be possible.
- (iv) The point of decision-making should be kept as close to the point of action as possible.
- (v) It should be possible for Area Boards to provide distinctive solutions to similar problems.
- (vi) Trustees should be demonstrably accountable to their constituents.
- (vii) While there should be community involvement in the planning function, the ultimate responsibility for setting and implementing policies should remain with the elected representatives, the school board.
- (viii) Some form of provincial cost control of educational expenditures should continue.
- (ix) The basic educational program should continue to be financed by a uniform Metro mill rate.
- (x) Uniform salary schedules for all educational employees in Metro should be achieved.
- (xi) There should be a clearer division and definition of the powers and responsibilities of the M.T.S.B. and the Area Boards.
- (xii) Those services or functions which can be provided most effectively centrally should be vested in the M.T.S.B.
- (xiii) The residual powers should remain with the Area Boards.

- (xiv) Administrative organization should permit ease of communication, simplicity of coordination and the responsiveness of officials and schools to the communities they serve.
- (xv) Any system proposed should be flexible enough to be able to adapt to meet changing conditions and needs during the next decade.

Alternatives to the Present Structure

- 100 The Commissioners studied numerous alternate structures to that presently operative for Metropolitan Toronto. Of all those considered, the serious choices were reduced to five.
- (A) STATUS QUO. Leave the present system as it is.
 - (B) AMALGAMATION. Create one large board for all of Metropolitan Toronto.
 - (C) INCREASE THE NUMBER OF BOARDS. Create a number of small boards of approximately equal size.
 - (D) ABOLISH THE METROPOLITAN TORONTO SCHOOL BOARD. Permit the six Area Boards of education to become totally independent.
 - (E) MODIFY THE PRESENT 2-TIER STRUCTURE. Retain the Metropolitan Toronto School Board but give the six Area Boards greater independence.

A brief review of the case for and against each of these structures is set down for the record.

(A) STATUS QUO

- 101 A strong argument can be mounted for leaving the existing structure undisturbed. The history of accomplishments of the M.T.S.B. over twenty years has been indeed impressive. These accomplishments have been recorded in paragraphs 35 to 54 followed by the problems in the present structure which now exist and which cannot be ignored.

- 102 The two recommendations repeated most frequently in the 42 briefs submitted to the Commission were:
- the retention of the two-tier system of educational governance, with a Metropolitan Toronto School Board;
 - the cry for increased local autonomy and accountability.
- 103 Under close questioning, the parties, when presenting their briefs, confirmed their belief in the compatibility of a two-tier system while increasing the autonomy and accountability of the local boards.
- 104 In considering the retention of the existing structure versus the possible proposal of a new structure of educational governance for Metropolitan Toronto, the Commission endeavoured to incorporate both of these concepts into its recommendations.
- 105 Prior to 1971, the possibility of abandoning or departing from the status quo position was extremely difficult. However, in 1971, the Ministry of Education launched new initiatives in the fiscal area which altered dramatically the role of the Area Boards and their relationship to the M.T.S.B.
- 106 Bill 228/69 gave the Minister, as printed in the Revised Statutes of Ontario, 1970, Chapter III, Section 12, Subsection (3) of *The Department of Education Act*, authority to "make regulations governing estimates that a board is required to prepare and adopt and expenditures that may be made by a board for any purpose."
- 107 The following year, the Ministry imposed Ceilings on Expenditures which meant that the Ministry had, in effect, taken over from the M.T.S.B. the role of determining the total expenditure for education in Metro Toronto.
- 108 The legislative grant plan was revised so that all boards, including those in Metropolitan Toronto, could provide their

ceiling level of expenditure for the same mill rate on equalized assessment.

109 Thus, for the first time, it was fiscally possible for Area Boards to "go-it-alone", that is, to deal directly with the Ministry in fiscal matters, like any county or divisional board. It also became possible for local boards in Metro Toronto to deal directly with the Ministry concerning their capital fund requirements.

110 Overnight the game was changed. While the six boards continued to use the M.T.S.B. and the formulae for determining the allocation of the grant funds from the province, there was now another way open to them. The dissatisfaction of some of the boards concerning the fair sharing of the available funds and the growing feeling that they had diminishing control over the spending of those funds; their feeling of emasculation in meeting their own special local needs and being truly accountable to their constituents under the present structure, led the Commissioners to the conclusion that change was required. A new structure would have to be found that held the promise of solving the existing problems and meeting the aspirations of local boards.

(B) AMALGAMATION

111 There is a siren lure to amalgamation: one neat, efficient, wise and all-powerful central board dispensing education to one-quarter of all the students in Ontario. Amalgamation, attractive to some, was not set aside lightly by the Commission.

112 It is interesting to note that of the 42 briefs received by the Commission from all sectors of the community, only two groups, the Communist Party of Canada and the Canadian Union of Public Employees, and one individual, proposed amalgamation of the six boards. This rejection of amalgamation by

all but three of the briefs required closer examination since it has been the common structure of educational governance in many large urban centres, especially in the United States. However, in most cases, it has proven discouragingly less than successful. This is attested to by the parade of American educational visitors to Toronto over the past several years to study the Metro system of decentralization. Metropolitan Toronto is the envy of these beleaguered visitors from large cities, typified by rotting inner cores, ringed by wealthy suburbs standing in frightened isolation.

113 The failure of these amalgamated school systems seems difficult to accept, since a unitary organizational structure has a tremendous appeal because of its apparent simplicity. Amalgamation seems so logical, practical, economical and readily attainable. The appeal of one board, directly elected, with one pool of funds, one clear line of authority and one central administration, is enormous.

114 The advantages usually cited in any serious proposal for amalgamation include the following points:

- . economies of scale,
- . greater efficiency resulting in monetary savings,
- . elimination of administrative duplication and overlap of facilities,
- . standardization of operations,
- . centralization of policy-making and operations,
- . clear lines of authority,
- . faster decision-making,
- . easier cooperation with other municipal services and agencies,
- . a single powerful board to deal with the Ministry of Education.

115 However, a study of amalgamated educational school systems indicates clearly that these theoretical advantages do not necessarily occur in practice. The majority of the briefs submitted to the Commission countered these claims.

- 116 The imposing catalogue of the disadvantages of amalgamation set out in the briefs could not be denied. They were voiced forcefully, backed by experience and documented studies.
- 117 Problems of a large amalgamated system cited included (Appendix B VIII):
- . higher costs per pupil,
 - . increase in bureaucratic complexity and red tape,
 - . breakdown in long lines of communication,
 - . remoteness of trustees and their unfamiliarity with local problems,
 - . impersonality and a feeling of impotence in dealing with the system,
 - . a serious reduction in citizen control and participation resulting in frustration and apathy,
 - . remoteness of the point of decision-making from the point of action,
 - . loss of autonomy,
 - . loss of responsiveness to special local community needs,
 - . growing sense of alienation among staff, leading to lower morale and a weakened commitment to their work,
 - . escalation of confrontation as a negotiation technique by both staff and the board,
 - . difficulty of initiating innovative programs,
 - . program stagnation and rigidity,
 - . a tendency to level to a common denominator,
 - . lack of flexibility resulting from layers of bureaucracy.
- 118 These statements to the Commission were corroborated by the first hand accounts of the international educational visitors to Metro. A further search of the world literature on the administration of large educational jurisdiction indicates clearly that where one board has jurisdiction over a large urban population, it has failed to provide an adequate school system in the face of the stresses unique to large urban areas.

- 119 In "The Perils of Bigness: The Case Against Large School Districts" (N21), Peter Coleman writes (page 66): "One conclusion seems defensible . . . large school systems seem prone to high levels of cost per student."
- 120 In their recent study of major U. S. cities entitled "Understanding Urban Government" (N83), Professors Bish and Ostram have mobilized a devastating body of evidence to show that large centralized units of government are rooted in obsolescent concepts and that smaller units are generally more creative, more responsive to local needs, less costly and invariably less mired in bureaucracy. They conclude that while larger units of administration tend to be more efficient in providing services such as sewage, water, transportation, fire, police and airports, smaller units are better at providing people-oriented educational and social services. British studies generally concur with their findings.

TABLE 7. PER CAPITA EXPENDITURE BY CITY SIZE

POPULATION	1966-67	1970-71	PERCENT INCREASE 1966-67--1970-71
Less than 50,000	\$ 96	\$125	30.2%
50,000 - 99,999	161	189	17.4
100,000 - 199,999	177	235	32.8
200,000 - 299,999	160	263	64.4
300,000 - 499,999	175	270	54.3
500,000 - 999,999	233	321	50.2
Over 1,000,000	321	569	77.2
All municipalities	164	242	47.6

Source: N83, P.75-76. As Professors Bish and Ostram state: "As city size increases there is a marked increase in per capita expenditures for city services. ... A number of British studies have examined the relationship of municipal expenditures to city size and have concluded that major diseconomies of scale are found in large cities, especially those with populations of more than 250,000."

- 121 Whatever compelling arguments may be mounted for amalgamating municipal councils, boards of education must not be lumped in with them. Educational needs and services are different. In the light of the evidence available, the Commissioners concluded that for Metropolitan Toronto at this point in its history, one amalgamated school system is not the best solution for meeting this area's educational needs and goals.

(C) INCREASE THE NUMBER OF BOARDS OF EDUCATION

- 122 Along the spectrum of possible alternatives where amalgamation stands at one extreme, at the opposite end lies the proposal to break up Metropolitan Toronto into any number of smaller educational units, of approximately equal size. These boards would be carved from the Metro map, without regard for municipal boundaries. They could be either administrative districts of an amalgamated Metropolitan Board, or they could operate as small independent boards dealing directly with the Ministry like any county board.

Family of Schools

- 123 The Commissioners are familiar with the "family of schools" concept which is gaining support and recognition in some jurisdictions. A family of schools is considered to be a natural grouping of feeder schools, elementary and junior high schools, clustered about a secondary school. Some of the Area Boards have already decentralized their operations somewhat using this concept or a modification of it. North York has divided the Borough into 17 family of schools groupings, while Toronto has divided into 6 administrative areas, Scarborough 12, East York 3, Etobicoke 4, and York 5. These administrative areas to varying degrees in each case tend to embrace several families of schools.
- 124 Families of schools have much to commend them as focal points for local educational administration. Citizens can identify

with and relate easily to the schools their children will attend during their school careers. Such groupings reflect communities of interests, and because of their size can be much more responsive to local needs.

125 However, after careful investigation, which included plotting the potential groupings on a map and studying the attendance areas throughout Metro, the Commissioners concluded that to extend this sound idea to the point of making families of schools, or even clusters of them, the political educational units for Metropolitan Toronto, was not practical. Having worked with the Area Boards to determine the natural groupings, it became obvious that as many as 80 distinct families of schools could result from such a plan.¹ In addition, it was found that the scheme broke down at the secondary level. The specialized secondary schools draw from wide geographic areas that sprawl over several families of elementary schools and in some cases even span the whole board area. Gathering accurate data with which to calculate Grant Weighting Factors from such fractured municipal areas would also pose tremendous problems. Trying to stretch an idea which has merit at the neighbourhood level, to cover a total area of educational jurisdiction, results in such fragmentation that the Commissioners were forced to reject it as a viable alternative. The Commissioners, however, do believe that the application of the family of schools concept has great merit as a primary educational unit of administration within a board's total operation.

126 The Commission recommends that

R1 *Area Boards of Education move to establish families of schools as their primary unit of educational administration.*

¹ Several of the Board submissions on possible families of schools are listed in Section E of the Master File Index (Appendix B VI).

School Districts

- 127 If 80 family of schools units are too many, then why not 8 or 10 or 12 small school districts along the lines proposed in 1967 by the Goldenberg Commission? No brief presented to the Commission advocated this solution.
- 128 If the M.T.S.B. was retained and the Area Boards were increased in number, the hazard exists of spawning more units of administration with the inevitable increase in administrators, educational centres and increased costs of administration at a time when boards, struggling under financial strictures, are striving to reduce the number of administrative personnel and redirect staff and resources back into the classrooms. Using these smaller fragmented units as bases, there would be considerable difficulty in gathering the accurate data needed to determine the Grant Weighting Factors. While the Commissioners do not believe that the boundaries of educational jurisdictions need to be coterminous with municipal boundaries, they realize the strong resistance towards this kind of dramatic breakup of long established, well-known political jurisdictions.
- 129 Although dividing Metropolitan Toronto into a number of smaller school districts has certain appeals, the Commissioners do not believe that it represents the best structure for meeting the present needs and solving the educational problems of today.

(D) ABOLISH THE METROPOLITAN TORONTO SCHOOL BOARD

- 130 While no brief from a board of education and only two among all of the briefs received advocated the abolition of the Metropolitan Toronto School Board, the Commissioners felt obliged to consider carefully this course of action as one possible alternative to the existing structure. There are advantages to such a proposal. It is obvious that the Area Boards would become completely autonomous. Each would have direct appeal to the Ministry and would thus be able to

define and present its own special case on any issue. The administrative costs of the M.T.S.B. would be saved. The time of officials and trustees spent at Metro would also be saved. Teachers and other staff could negotiate directly with their own boards. Each Board's spending level would be determined by the Provincial Weighting Factors, rather than by the M.T.S.B. formulae. The Ceilings on Expenditures combined with the grant structure would enable the Province to equalize the mill rate to the Grant Ceilings.

- 131 The advantages were attractive. However, the disadvantages set forth were also telling. Concerned by the increasing power and control by the Ministry of Education, all the Area Boards felt strongly that the "clout" needed in dealing with the Ministry was only possible when all the boards in Metro hung together. This point loomed large in the minds of all the Area Boards. The Area Boards would lose also the structure which now exists for Metro coordination in so many common areas.
- 132 If at some future date the ceilings were removed, the differing assessment bases in Metropolitan Toronto would mean a return to the days when inequalities in educational opportunities existed, since some wealthier boards could spend much more per pupil at a lower mill rate than the poorer boards. The equalizing role of the M.T.S.B. and the uniform mill rate for education purposes would be lost.
- 133 Each board would have to return to the days when they negotiated their own salary settlements with their staff, in competition with the neighbouring boards, and were played off one against the other. The ability to redeploy redundant teachers throughout Metro and thereby guarantee employment to staff at a time of declining enrolments and job opportunities would be lost. The ability of students to move freely across board attendance boundaries would be lost also. Board boundaries would have to be coterminous with municipal boundaries.

134 While this proposal to scrap the M.T.S.B. was a finalist in the Commission's deliberations, a careful study of the disadvantages shows that it could be a retrogressive step, a return to the days of inequities, of varying mill rates, with the richer boards able to outspend the poorer boards and thus return to the era when children in Metropolitan Toronto were denied equal educational opportunities.

(E) MODIFY THE PRESENT TWO-TIER STRUCTURE

- 135 In considering possible ways of modifying the existing structure, the Commissioners were seeking to determine whether or not it was possible to retain the strengths of the present system while still answering some of the objections to it, and fulfilling the aspirations of the Area Boards as set out in their presentations to the Commission. The Area Boards' one common appeal was for greater fiscal autonomy, together with trustee accountability to his or her constituents. There was also the strong desire not to lose the "clout" of the M.T.S.B. in dealing with the Ministry.
- 136 The Commissioners posed the question: What would be the consequences of retaining the M.T.S.B. in some modified form while permitting the Area Boards to have their expenditure ceilings determined directly by the Ministry?
- 137 The advantages seen to this proposal were numerous.
- . The Area Boards would certainly enjoy the greater autonomy they sought.
 - . Trustees would be made more directly accountable to their constituents.
 - . The M.T.S.B. could no longer be used as the whipping boy, the "they" who will not permit boards to carry out some local wish.
 - . Each board would have the right of direct appeal to the Ministry if it felt that the expenditure levels determined by the Province were not adequate to meet some highly specialized need.

- . On matters of mutual concern, boards could band together at Metro to make a joint approach to the Ministry, thereby retaining their "clout".
- . The administrative costs of the M.T.S.B. would be reduced.
- . The current advantages of the Metro structure, as set out earlier in this Section, would be retained.
- . The mill rate for educational purposes from board to board would be virtually uniform.
- . The Provincial Weighting Factors would be applied to each board individually, thereby guaranteeing that the special needs of each board were recognized and compensated for, rather than being pooled with the other five boards.
- . The Weighting Factors should be more sensitive when applied to each board.
- . Using Expenditure Ceilings, the Province could equalize to the Grant Ceilings, thus guaranteeing the level of funding for each board.
- . Some boards would be able to achieve a higher level of expenditure than the current Metro equity position.
- . A uniform salary scale across Metro could still be maintained.
- . Teachers would still be able to meet with their own trustees and express their views on salary scale, fringe benefits and other matters of common concern.
- . The ability to redeploy redundant teachers among the six boards would be retained.
- . A considerable decrease in the amount of time spent by trustees and senior officials on Metro committees and at board meetings would be achieved.
- . The possibility of creating more equal representation by Area Boards on the M.T.S.B. would exist.
- . There would be a continuing forum for the consideration of area-wide problems.

138 The array of pluses in this scheme was compelling. What were the minuses?

- 139 There were some disadvantages apparent in this proposal, but they were few and seemed to be of less importance than those found in the other proposals.
- . The core of financial expertise built up by the M.T.S.B. would be reduced.
 - . It would be desirable but not necessary to have the educational boundaries coterminous with the municipal boundaries to facilitate data collection.
 - . The level of equity gained when dealing directly with the Ministry may or may not be as high as the Area Boards would expect, nor even as high as it now is under the present Metro formulae.
- 140 However, the Commissioners believe from their studies that the Ministry of Education has access to the data necessary to produce more sensitive weighting factors, which in turn will generate levels of expenditure ceilings for each board that will more adequately reflect their real and special needs.
- 141 When placed on the other side of the scale, these disadvantages did not balance, let alone outweigh the apparent advantages. The Commissioners measured this proposal against the criteria set out earlier in the subsection entitled "Criteria for Determining the Best System of Educational Governance for Metro". We found that of all the alternatives considered to the existing structure of educational governance in Metropolitan Toronto, it stood tallest and strongest. Above all of the others, it seemed to meet the requests and aspirations of the boards, and produced a framework within which it seems best possible to achieve a level of equity for each board, to increase the autonomy of boards, the accountability of trustees, the responsiveness to local needs, while still retaining the strengths and advantages of a strong coordinating function for a Metro Board. In fact, many of the advantages of both centralization and decentralization seem attainable under this proposal.

142 It will take courage and boldness to break with the past. However, the Commission believes that if we are truly to structure our education system to serve best the pupils and return the control of education closer to the people it purports to serve, then a new structure is necessary. The two-tier system was needed to meet the needs of a rapidly expanding school system. It will be equally necessary to deal with the special problems of a contracting system. The pattern of governance recommended meets the criteria set out and we believe is highly flexible and adaptable to the unknowns of the next decade.

143 The Commission recommends that

R2 *The two-tier structure of educational governance be retained.*

R3 *The powers of the Metropolitan Toronto School Board be modified.*

Additional recommendations relating to the financial aspects of this new structure of governance will be found in Chapter VII.

144 Under Bill 80, *The Metropolitan Toronto Act*, the role of the M.T.S.B. was vaguely defined. It had far-reaching implied powers but few explicit powers. The trustees were more committed to their Area Boards than to making the federation work. These were the key reasons for the slow progress towards financial equalization during the first 13 years of Metro.

145 The powers and responsibilities of the M.T.S.B., set out in Bill 81, centred upon reviewing and approving the budgets of the Area Boards. Beyond this, the powers were loosely defined and thus open to the broadest possible interpretation. This situation resulted in a process of negotiations and the delegation of responsibilities to the M.T.S.B. by Area Boards on specific issues.

- 146 For instance, in the matter of salary negotiations, it soon became apparent to both trustees and teachers that the money was at Metro. There was little point in spending weeks negotiating at the local level, only to end with a uniform salary schedule, within the limits of the funds available from the M.T.S.B. The negotiation of salaries was delegated, by the Area Boards, to their six chairmen. However, the ultimate responsibility remains with the Area Boards. The final agreement has to be ratified by each Board and teacher group, requiring approximately 30 separate signatures to complete the exercise. This is a convoluted and cumbersome process which is unlikely to be resolved or streamlined voluntarily by the numerous parties involved.
- 147 With the retention of a common mill rate, and teacher insistence upon parity with other Area Boards in salary and fringe benefits, it would be a singularly retrogressive step to return negotiations to the local level. It would mean a return to the dark days when one board was played off against another in a whip-saw fashion that served no one really well. The financial realities of today's educational finance makes the thought of returning to the practices of the past unrealistic.
- 148 The brief from C.U.P.E. complained over the frustrations of having to negotiate 13 separate agreements with the Area Boards of Education to cover non-teaching personnel groups.
- 149 The matter of salary negotiations is but one cogent illustration of why the powers and responsibilities of the M.T.S.B. should be redefined and clarified in legislation.

Redefining the Powers and Responsibilities of the M.T.S.B.

- 150 The planning function of the Area Boards has dropped by almost 75 per cent in the past few years as enrolments continue to decline. Over the next decade, the business of

planning will centre around the problems occasioned by shrinking enrolments across the Metropolitan Area. To meet this crisis, centralized planning will be required to coordinate the response, free from the emotional dust storms and pressures that will inevitably occur. In addition, the capital needs of the Area Boards will centre mostly around rehabilitating, renovating, converting and replacing old buildings. The Metro Board is in the best position to determine priorities in this sensitive area. To retain any longer six separate planning departments would seem to be unnecessary and wasteful.

- 151 The Commission studied at length the matter of ownership of the Capital Assets of the school boards in Metropolitan Toronto. Since the M.T.S.B. assumes the burden of repaying the debenture debt charges for all the Boards in Metro, it would seem logical to vest ownership with the M.T.S.B. However, the Commission was concerned by the possibility that the excellent standards of care and maintenance found throughout the schools in Metro might suffer. There is the potential danger that Area Boards in times of economic stress would be less zealous in spending funds to care for schools which they do not own.
- 152 The Commission believes that the present process by which Area Boards make application to the M.T.S.B. for funds with which to undertake new school construction is working well. The coordinating function of the M.T.S.B. in consolidating the requests and striking priorities for the whole Metropolitan Area is sound and increases in importance as the funds available from the Ministry decrease.
- 153 The Commissioners foresee that one of the major roles for the M.T.S.B. will be in the sensitive area of closing, sharing or disposing of surplus educational facilities as enrolments continue to decline. The M.T.S.B., with its overall perspective, is in the most advantageous position to determine at arms length, with the greatest objectivity

possible, the best disposition of surplus facilities. The M.T.S.B. would act after considering the recommendation of the Area Board or Boards concerned.

- 154 There would appear to be a leadership role in the technocracy of management for the M.T.S.B. The present use of computers by the Area Boards is a good case in point. Because the M.T.S.B. had no authority to direct the use and growth of computer technology, each Area Board went its own way. A competition for status occurred with Area Boards hastening to purchase expensive hardware, hardware which was not compatible for all of the Boards. This rush to purchase and own was aided and abetted by the Ministry because it agreed to pay grants on purchases. This was during the era of Federal Provincial Vocational Grants which paid 75 per cent on equipment such as typewriters, calculators and computers. The cost of computers and computer services rose alarmingly during the years prior to the imposition of Expenditure Ceilings (Table 8).
- 155 It is unfortunate that these expenditures for computers could not have been coordinated and rationalized during the developmental years. For instance, a major computer study done by Price Waterhouse & Company pointed out a number of obvious problems. The recommendations could not be acted upon because the M.T.S.B. did not have the power to implement them. They were blocked and stalled by a lack of unanimity among the Area Boards. The Commission believes that it is still not too late to bring the ravenous appetite and uncontrolled growth of computer technology under control. This cannot be achieved voluntarily. The M.T.S.B. is the body best suited to meet this challenge.
- 156 The Commissioners envisage educational research occurring on three planes. Particular studies could be undertaken at the classroom and school level, initiated and carried out by Area Board staff members. The M.T.S.B. would coordinate major studies and research projects for the Area Boards, as

TABLE 8. TOTAL COST PER PUPIL FOR COMPUTER SERVICES, AREA BOARDS OF EDUCATION

BOARD	1966	1967	1968	1969	1970	1971	1972	1973 ^a
East York	\$0.16	\$0.69	\$4.02	\$7.25	\$10.68	\$9.87	\$9.56	\$10.17
Etobicoke	1.12	2.87	5.61	5.88	6.52	6.10	6.50	6.50
North York	1.66	2.65	3.72	4.43	4.38	4.88	5.25	5.70
Scarborough	1.14	1.73	3.95	5.01	4.91	4.96	5.36	4.13
Toronto	1.83	3.02	4.89	4.89	4.88	5.12	5.41	5.85
York	0	.12	2.84 ^b	5.41	5.48	6.02	6.39	7.65
PER CENT INCREASES (DECREASES)								
East York	-	331%	483%	80%	47%	(8)%	(3)%	6%
Etobicoke	-	156	95	5	11	(6)	7	0
North York	-	60	40	19	(1)	11	8	9
Scarborough	-	52	128	27	(2)	1	8	(23)
Toronto	-	65	62	0	0	5	6	8
York	-	-	2267 ^b	90	1	10	6	20

^a 1973 Budget data used.

^b In 1968, York utilized a Provincial Grant to purchase a computer.

Source: M.T.S.B. Statistical Submission (S1)
(Figures based on ADE)

they did with the Outdoor Education Study and the Academic Studies associated with the Study of Educational Facilities. Pure research would be done by the Ontario Institute for Studies in Education upon request from the Area Boards of Education. There would seem to be distinct roles in the field of educational research for each body which would avoid duplication and waste while preserving a sufficient degree of local autonomy in this area.

- 157 The Commission heard the M.T.S.B. accused repeatedly of "assuming" or "usurping" the powers of the Area Boards. The Commissioners could find no evidence to support this lament. The Commission did find that responsibilities were often delegated to the M.T.S.B., because of the pressure of time, the complexity of the issue or for efficiency. With the introduction of ceilings on expenditures, the long, drawn-out, agonizing budget process seemed to increase and accelerate this trend, as Boards looked to Metro for leadership and direction.
- 158 The main vehicle for this leadership was the committees that were established, which provided the administrative linkage to hold the two tiers together. To varying degrees, the committees operating under the auspices of the M.T.S.B. have carried out responsibilities according to their functions.

COMMITTEES AND SUB-COMMITTEES OF THE METROPOLITAN TORONTO SCHOOL BOARD (E4)

A. Committees

- I. Standing Committees
 - 1. Academic
 - 2. Buildings and Sites
 - 3. Finance
 - 4. Chairmen's Committee

II. Appointed Committees

1. Advisory Committee Schools for Retarded
2. Committee of Board Chairmen
3. French Advisory
4. S.E.F. Advisory
5. Joint Planning with Separate School Board
re School Accommodation
6. Educational Television

B. Sub-Committees of the Advisory Council of Directors

I. Sub-Committees that have met regularly:

1. Academic Personnel
2. Co-operative Plan for Computer Services - Steering
Committee
3. Co-operative Purchasing
4. Educational Research
5. Financial Officials
6. Inner City
7. Outdoor Education
8. Personnel & Labour Relations
9. P.P.B.E.S. Steering Committee
10. Psychological Services
11. Planning
12. Special Education
 - (a) Committee for the Needs of Students with
Communications Problems
 - (b) Liaison Committee - Programs for the Blind
13. Staff Allocation (Elementary and Secondary)
14. Teachers' Salary Negotiations (Elementary and
Secondary)

II. Sub-Committees that meet infrequently:

1. Animal Care
2. Audio-Visual Co-ordinators
3. Ceiling Cost Formula
4. In-Service Training Courses

5. Group Life Insurance Plan: Joint Management
6. Modern Languages Co-ordinators
7. Night School and Summer School
8. Non-Resident Fees and Regulations
9. Psychologists and Social Workers' Salary Negotiations
10. School Program and Supervision
11. Student Enrolment
12. Technical Plant

III. Budget Formulae Committees

1. Budget Formulae Review Committee
 - (a) Continuing Education
 - (b) Data Processing
 - (c) Furniture, Equipment, Supplies and Rentals
 - (d) Maintenance and Permanent Improvements
 - (e) Plant Operations
 - (f) Psychological Pupil Welfare Service
 - (g) Transportation

- 159 It is important to recognize that the establishment of these committees and the adoption of their recommendations have been entirely at the discretion of the individual Area Boards. There was no evidence in the Area Boards' briefs which suggested that these committees have not provided useful and desirable functions. However, even under the new structure proposed for Metro, the use of joint committees to deal with matters of mutual concern will probably continue.
- 160 In spite of the relative success of the Metropolitan system to date, operating under loosely defined guidelines, the Area Boards in their written and oral presentations to the Commission asked for a clearer delineation of the powers and responsibilities of the M.T.S.B.
- 161 The Commissioners believe that the system has evolved, been tested and has matured over a 20 year period, to the point where it is now possible to see those areas of responsibility

which can be handled best by the M.T.S.B. and the Area Boards respectively.

162 In arriving at its recommendations concerning the proposed allocation of responsibilities and powers between the Metro and Area Boards of Education, the Commissioners were guided by the principles of:

- (a) endeavouring to permit the greatest possible autonomy to the Area Boards,
- (b) assigning specific responsibilities and powers to the M.T.S.B. and leaving all residual powers with the Area Boards,
- (c) assigning the M.T.S.B. those functions and services which could be managed most effectively under a central administration,
- (d) building in the degree of flexibility that would enable the Area Boards to delegate responsibilities to and retrieve them from the M.T.S.B.

The result is reflected in a reduction of the powers of the Metropolitan Toronto School Board and an increase in the powers and accountability of the Area Boards of Education.

163 The Commission recommends that

R4 *The Metropolitan Toronto School Board:*

- (a) *negotiate wage and fringe benefit agreements for all employees on behalf of the Area Boards;*
- (b) *establish classification indices for non-teaching personnel;*
- (c) *conduct population research and planning affecting attendance areas and plant expansion or contraction;*
- (d) *plan cooperatively with the Metropolitan Toronto Separate School Board, concerning school accommodation and other matters of mutual concern on behalf of the Area Boards;*
- (e) *review and consolidate the requirements for capital funds of the Area Boards, for submission to the Ministry of Education;*

- (f) purchase all sites for educational purposes on behalf of the Area Boards;
- (g) make the ultimate decision regarding the closing, sharing or disposing of surplus educational facilities upon recommendation from the Area Board or Boards concerned;
- (h) assume all debenture debts related to capital expenditures;
- (i) conduct and coordinate educational research on behalf of the Area Boards;
- (j) coordinate the delivery of health services to the Area Boards;
- (k) operate the computer services for the Area Boards;
- (l) operate the highly specialized schools set out in paragraph 174;
- (m) develop a transportation policy for the boards in Metropolitan Toronto.

164 The Commission recommends that

- R5 All residual powers and responsibilities remain with the Area Boards.
- R6 The Area Boards be permitted to delegate any power or responsibility to the Metropolitan Toronto School Board.
- R7 The consent of all Area Boards be required to permit the delegation of any power or responsibility to the Metropolitan Toronto School Board.
- R8 The Area Boards have the right at any time to retrieve any power or responsibility delegated by them to the Metropolitan Toronto School Board.
- R9 The consent of all Area Boards be required to permit the retrieval of any power or responsibility from the Metropolitan Toronto School Board.

The Metropolitan Toronto School Board as an Operating Board

- 165 The ability of the M.T.S.B. to meet the highly specialized needs of the Trainable Retarded is uncontestable. The schools for retarded children operated by the M.T.S.B. are considered to be among the finest in North America. The initial fears and doubts expressed when the M.T.S.B. became an operating board have long been dispelled. The M.T.S.B. has developed an expertise and a depth of commitment which is exemplary. Innumerable individuals and groups appearing before the Commission praised the M.T.S.B.'s operation of the schools for the retarded.
- 166 The Commissioners are aware that the pendulum of special education is beginning to swing back. The trend is away from segregation into special schools and classes and back towards integration of the child into his neighbourhood school or class. There are some interesting pilot programs underway in Metro Toronto which are integrating some special education students into regular community schools. However, it is far too early to judge the results or to advocate the integration of all such students back into their neighbourhood schools.
- 167 The Commissioners believe that while the ultimate goal is the integration of as many special education students as possible, it will not be possible for all. Some segregation into specialized schools and classes will be necessary on both a short and a long term basis. Two basic aims in this area should be that any child who will eventually take his place in society should be integrated as early as possible, so that he can learn to live in a community of his peers. Secondly, wherever possible the special education student should remain in his neighbourhood school or classroom, with the regular grade teacher receiving additional resource help and a reduced class size.

- 168 Metropolitan Toronto has become a magnet in recent years, attracting families from all across Canada, who are seeking the highly specialized educational services available here. 3.3 per cent of the students in Metropolitan Toronto are involved in special education programs. While this percentage appears small, it is more than double that of the rest of the Province. The comparable provincial figure is 1.6 (N84) per cent. This disproportionate burden of high cost special services borne by the Boards of Metropolitan Toronto is dealt with in Chapter VII as it relates to weighting factors.
- 169 The wide range of special education programs being provided by the Area Boards of Education and the Metropolitan Toronto school board are set out in the following tables, together with an analysis of the enrolments. It is interesting that in spite of sharply declining enrolments, the number of students who require special education classes remains high.

TABLE 9. NUMBERS OF SPECIAL EDUCATION CLASSES IN METROPOLITAN TORONTO

BOARD	1971/72	1972/73	1973/74
East York	22	22	23
Etobicoke	103	121	118
North York	197	206	219
Scarborough	99	97	125
Toronto	432	465	457
York	25	28	29
TOTAL	878	939	971

Source: K36

TABLE 10. SPECIAL EDUCATION ENROLMENT AT NOVEMBER 30, 1973 IN THE AREA BOARDS

ELEMENTARY

A. Full Time Equivalent Enrolment of Withdrawal Students Served on a Part Time Basis

BOARD	SPECIAL PROGRAM	PERCEPTUAL	BEHAVIOURAL	READING	MENTAL	STEECH	HOME INSTRUCTION	MULTIPLE HANDICAPPED	COMPREHENSIVE	Other	Total
East York	-	-	1	6	-	6	1	-	-	-	14
Ettobrooke	-	3	-	39	-	30	3	-	-	-	75
North York	12	1.5	1.5	24	20	12	6	-	-	-	77
Scarborough	-	8	2	12	-	36	2	-	-	-	60
Toronto	-	11	6	174	-	51	10	-	-	-	252
York	-	-	-	-	-	15	1	-	-	-	16

B. Self Contained Full Day Classes

East York	150	8	55	-	-	-	-	-	-	-	213
Ettobrooke	952	80	70	40	289	-	-	-	-	28	1469
North York	1213	770	192	17	-	-	-	-	-	-	2192
Scarborough	597	162	49	-	-	-	-	36	253	-	1097
Toronto	2813	185	110	98	39	-	-	24	-	90	3359
York	205	29	5	-	-	-	-	-	-	-	239

C. Total Full Time Equivalent Enrolment A & B

East York	150	8	56	6	-	6	1	-	-	-	170
Ettobrooke	952	83	70	79	289	30	3	-	-	28	1469
North York	1225	771.5	193.5	41	20	12	6	-	-	-	2192
Scarborough	597	170	51	12	-	36	2	36	253	-	1097
Toronto	2813	196	116	272	39	51	10	24	-	90	3359
York	205	29	5	-	-	15	1	-	-	-	239

Source: K36

Note: The Special Program column includes Primary, Junior, Intermediate and Senior classes for slow-learners (E.M.R.).

TABLE 11. SPECIAL EDUCATION ENROLMENT AT NOVEMBER 30, 1973 IN THE AREA BOARDS

SECONDARY

A. Full Time Equivalent Enrolment of Withdrawal Students Served on a Part Time Basis

BOARD	VOCATIONAL SCHOOLS	GIFTED	PERCEPTUAL	BEHAVIOURAL	READING	SPEECH	HOME INSTRUCTION	SPECIAL PROGRAM	HOSPITAL	Total
East York	-	-	-	-	3	1.5	-	-	-	4.5
Ettobicoke	-	-	-	-	-	-	-	-	-	-
North York	-	-	.5	.5	-	-	-	-	-	1
Scarborough	-	-	-	-	-	-	-	-	-	-
Toronto	-	63	73	16	-	-	7	14	-	173
York	-	-	-	-	-	-	.25	-	-	.25

B. Self Contained Full Day Classes

East York	-	-	-	-	-	-	-	-	12	12
Ettobicoke	766	-	-	-	-	-	-	-	15	781
North York	1033	-	11	4	1	-	-	-	-	1049
Scarborough	1251	-	14	15	-	-	-	-	-	1280
Toronto	1816	-	-	-	-	-	-	-	44	1860
York	250	-	-	-	-	-	-	-	10	260

C. Total Full Time Equivalent Enrolment A & B

East York	-	-	-	-	3	1.5	1	-	12	17.5
Ettobicoke	766	-	-	-	-	3	1	-	15	785
North York	1033	-	11.5	4.5	1	-	3	-	-	1053
Scarborough	1251	-	14	15	-	3	2	-	-	1285
Toronto	1816	63	73	16	-	-	7	14	44	2033
York	250	-	-	-	-	-	.25	-	10	260.25

Source: K36

- .70 It is important to note the broad range of classes and services that fall under the general category of special education. Most of these can be handled best by the Area Boards of Education. However, in some areas of special education, the number of students is so small and the nature of the service so specialized, that no one board really has sufficient candidates nor can anyone afford the corps of support staff necessary to mount programs alone. This is particularly true in the case of students with multiple handicaps or whose special needs have a strong medical component, such as the orthopaedically handicapped.
- 171 The Commissioners believe that these highly specialized costly schools available to children from all of the Area Boards should be centrally administered and operated by the M.T.S.B. While their numbers may be few, their needs are great. The M.T.S.B. could bring a sharpened focus, marshall the expertise, and bring a depth of commitment to these programs similar to that which they have demonstrated in their operation of the schools for the trainable retarded. The M.T.S.B. would be in a stronger position to deal with the Provincial Ministries who have some measure of overlapping responsibility for these children. When the M.T.S.B. takes on this special responsibility, we would expect to see a proportionate reduction in the staff of the Area Boards.
- 172 Some classes are so specialized that cooperative classes could well be undertaken jointly between the Metropolitan Toronto School Board and the Metropolitan Toronto Separate School Board rather than endeavouring to operate them separately. There has been increasing liaison and cooperation between these Boards in recent years. This is an example of another area of cooperation that could be undertaken by these two Boards. Once a child is able to be integrated into a regular class or school, he should return to the jurisdiction of his Area Board.

- 173 The Commission believes that the Area Boards should have the right to delegate the operation of other highly specialized classes and schools to the M.T.S.B. The Commission sees the extension of the M.T.S.B. into these areas as being gradual, based upon the experience gained and the evaluation made of its operation of the schools set out in Recommendation 10.
- 174 The Commission recommends that
- R10 The Metropolitan Toronto School Board operate the following highly specialized schools or educational programs in special institutions:
- (a) Schools for the Trainable Retarded
 - (b) Sunny View Public School
 - (c) Bloorview Children's Hospital
 - (d) Ontario Crippled Children's Centre
 - (e) Metropolitan Toronto School for the Deaf
- } for
Orthopaedic
and Physically
Handicapped
Students
- 175 Sunny View Public School provides special education programs for orthopaedic and physically handicapped day-school students age 5 to 18 for Metro Toronto and the surrounding area. Bloorview Children's Hospital serves the entire province on a residential basis with a similar program. The Ontario Crippled Children's Centre has a program already staffed with teachers supplied by the M.T.S.B. The Metropolitan Toronto School for the Deaf is for profoundly deaf children from 3 years of age.
- 176 The Commission recommends that
- R11 The Metropolitan Toronto School Board examine the possibility of cooperating with the Metropolitan Toronto Separate School Board in the provision of some highly specialized classes and schools for the delivery of services and programs to exceptional students.
- 177 The Commission recommends that
- R12 The Area Boards be given the right to delegate the

operation of highly specialized education classes and schools to the Metropolitan Toronto School Board.

Reduced Role of the Metropolitan Toronto School Board

- 178 Our recommendation relating to the redefined powers and responsibilities of the M.T.S.B. will result in a substantial decrease in its functions, particularly as they relate to the budget review process.
- 179 In other areas such as planning, research, site purchases, redeployment of redundant staff, transportation, health and computer services, the Commission sees the need for a strong centralized coordinating role, to avoid wasteful overlap and duplication among the Area Boards. Where a function is transferred from the Area Boards to the Metro Board, the Commissioners would expect to find a proportionate decrease in staff at the Area Board level. Similarly, the Commission envisages that the staff of the M.T.S.B. will be reduced in size or redeployed in line with the redefinition of its functions.
- 180 The Commissioners foresee that the staff of the M.T.S.B. will be kept small in numbers since the Metro Board will be comprised of Area Board trustees who will be responsible for determining the number of staff. In addition, the cost of this staff and the total operation of the M.T.S.B. will be borne by a uniform mill rate across Metropolitan Toronto, making the Metro trustees accountable both to their colleagues on the Area Boards and to their constituents for the size, cost and effectiveness of the M.T.S.B.
- 181 The Commission recommends that
- R13 *The staff of the Metropolitan Toronto School Board and the Area Boards be reduced or redeployed in keeping with the redefined roles.*

Human Resources Services Committee

- 182 During the course of its study, the Commission brainstormed alternatives to the present structure, some of which might be considered ahead of their time. One such alternative, the Commissioners believe, is worthy of inclusion in the Report.
- 183 In the past, municipal government was generally seen as providing the hard services such as water, roads, sewers, garbage, fire, police, parks, etc. The growth of services to people has grown dramatically during the past decade at all levels of government. In education, the concept of dealing with the whole child has drawn the schools ever deeper into association with support services in fields such as health, social work, counselling, psychology and psychiatry. There has also been a growing cooperative relationship between municipal councils and school boards which has been welcome and advantageous to all parties.
- 184 The Commission studied at some length the natural extension of this development. It would seem to be logical to abandon the normal division of responsibilities between the council and the school board. In its place, a new structure could be created which would divide the responsibilities into physical services and people services.
- 185 The physical services would include such matters as roads, water, sewers, garbage, fire, building inspection, hydro and parks.
- 186 The people services would include such areas as education, welfare, health, police, libraries, recreation and the arts.
- 187 Such a grouping of services would enable coordination of efforts rather than the present overlap and duplication. Where required, there could be a focusing of allied services upon a problem. Since services to people are high cost

services, there is a pressing need to ensure that wasteful duplication does not occur but that adequate funds are allocated.

- 188 While the idea is sound, the Commissioners are realistic enough to realize that such a fundamental restructuring of government services is not going to find ready acceptance. The concept will have to be approached gradually. To this end, the Commission urges that a policy coordinating committee be established at the municipal level which would bring together senior representatives from all municipal departments which provide direct services to people, plus the school board. This committee would be similar in function to the policy committees at the provincial level. This committee could ensure that in the delivery of services to people there was a rationalization of the policies of the numerous departments and boards involved. There is communication between departments now but it is sporadic, desultory and fragmented. This approach is unbusinesslike and generally is wasteful. The establishment of a policy coordinating committee would be an important first step in developing coordinated policies and concerted efforts in delivering municipal services to people.

- 189 The Commission recommends that

R14 Boards of Education and Municipal Councils establish policy coordinating committees for the delivery of people-related services in their communities.

Relationship Between Area Boards, Metropolitan Toronto School Board and Regional Office of the Ministry of Education

- 190 The restructuring of the relationship between the Area Boards and the M.T.S.B. must be viewed also in terms of their relationship with the Ministry of Education. To date, this relationship has been through the Regional Office of the Ministry.

- 191 It is impossible for the boards of Metro Toronto, with almost 1/4 of the pupils and staff in the province, to be served adequately by grouping them with a number of county boards, some of whose problems and needs are a light-year removed from those in Metropolitan Toronto. For example, the sparsely populated Haliburton County Board, stretching northward to Algonquin Park, is lumped into the same region as Metropolitan Toronto. The needs of neither Board can be served properly under such a grouping.
- 192 In the past, the relationship with the Regional Offices, although cordial, has not been effective. The boards of Metropolitan Toronto have not been able to obtain the quick, binding decisions they required. The Regional Offices have been viewed by the Area Boards as obstructions in their dealings with the Central Office of the Ministry. All of the board briefs suggested either the abolition of the Regional Office or a reduction of its role.
- 193 It has been proposed by some in the Ministry that the M.T.S.B. be abolished, replaced by the Regional Office or some modification thereof. This sounds neat, clean and efficient. The Commissioners would argue strenuously against such a scheme, which would tilt the whole process even more steeply towards Queen's Park and result in greater centralization of power and decision-making at a time when the Provincial Government is stating repeatedly that government should get closer to the people and that decision-making should be decentralized as closely as possible to the point of action. The boards of Metropolitan Toronto want this decentralization also.
- 194 It must be recognized that the boards of Metropolitan Toronto will always want to appeal directly to the Minister on major issues, just as county boards do. This is a legitimate part of the political process.

- 195 The geographic proximity of the offices of the M.T.S.B. within a two-minute walk of the Ministry's office would seem to add logic to such a relationship.
- 196 The Commission believes that reorganization of the Ministry of Education should continue. It is the Commission's understanding that the self-imposed financial strictures of the Ministry over the next few years will require further consolidation or reduction of the Regional Offices. This process would be facilitated if the functions of the Regional Office serving the boards of Metropolitan Toronto were absorbed into the Head Office of the Ministry. The Commissioners envisage some senior staff within the Ministry assuming a dual role. Coupled with their normal duties, would be responsibility for administrative control and decision-making for the boards in Metropolitan Toronto as they relate to the Ministry. This would free the existing Regional Office staff to devote more time to the other county boards and, at the same time, result in better service to Metropolitan Toronto. There would also be a substantial cost saving.
- 197 The Commission recommends that
- R15 *Metropolitan Toronto be considered a region of the Province by the Ministry of Education.*
- R16 *The functions of the present Regional Office of the Ministry of Education serving Metropolitan Toronto be absorbed into the Head Office of the Ministry.*

Conclusion

- 198 Of all the plans studied, the Commissioners believe that the new structure of educational governance proposed in this Chapter will meet best the educational needs and aspirations of the citizens of Metropolitan Toronto and provide the cli-

mate and structure which will guarantee equal educational opportunity for the students of this great urban area.

CHAPTER III

AREA BOARDS? HOW MANY? WHAT SIZE?

- 199 As stated in Chapter II, the Commission is recommending the continuance of a two-tier system for the governance of education in Metropolitan Toronto. The corollary of this decision is that Area Boards are necessary, and this conclusion leads to an examination of the size and number of Area Boards required to achieve the quality of educational services envisioned by the Commission.
- 200 In 1953, Bill 80 reduced the number of school boards in Metro Toronto from 27 to 11. In 1967, Bill 81 further reduced the number to six. Should the number now be decreased, increased, or left unchanged? Should the present boundaries of the Area Boards be changed?
- 201 These questions forced the Commission to evaluate the effectiveness of the present number and size of the Area Boards, their capability in dealing with present problems, and the uncertainties of the future.
- 202 While the Commission feels constrained to examine and comment upon the effectiveness of the possible choices outlined in this chapter regarding the number and sizes of the Area Boards, IT WISHES TO POINT OUT CLEARLY AND DEFINITELY THAT THE OTHER SECTIONS OF THE REPORT AND THE RECOMMENDATIONS ARE NOT CONTINGENT UPON CHANGING THE PRESENT POLITICAL BOUNDARIES.

203 As this Commission neared completion of its assignment, it was made aware that a combined Metro-Provincial Commission is being set up to review the system of municipal government in Metro Toronto. It now seems realistic to assume that no changes will be made in school board boundaries until the entire future political structure of Metro has been considered. Since the main recommendations of this Report concerning the financing of education in Metro and how to restore local autonomy and the accountability of school trustees to the electorate are not contingent upon changing the existing boundaries, desirable as change may be, the implementation of the major recommendations need not be delayed pending the outcome of the recommendations from the new combined Metro-Provincial Commission.

204 The Commission recommends that

R17 The implementation of the major recommendations of this Report not be delayed pending the completion of the work of the combined Metro-Provincial Commission for Review of The System of Local Government In Metropolitan Toronto.

205 The Commission urges the Minister of Education to consider that the criteria for determining the desirable size of a jurisdiction required to provide municipal services such as sewage, water, transportation, fire and police protection are not necessarily the same as those for determining a level of educational services responsive to an area's needs. As stated in Chapter II, the Commission believes "that smaller units are better at providing people-oriented educational and social services".

206 It is the finding of the Commission that school board boundaries and those of Municipal Councils need not necessarily be coterminous, although it is recognized that this has been the traditional pattern in Ontario cities. To use the same geographical area as the constituency for the election of aldermen and school trustees, and to have school board

elections conducted through the same machinery as is required for the election of a Borough or City Council, is clearly an advantage for conducting elections. There was also some justification for coterminous boundaries when municipal councils exercised a measure of audit control over school board budgets. It is true that important lines of communication have now been established between boards and councils in such areas as planning, recreation, joint use of facilities, health and library services, and the recent trend has been to strengthen this liaison. Nevertheless, the long-standing assumption that school board and municipal boundaries have to be coterminous must be re-examined to see if the present municipal and educational boundaries do in fact best serve the educational requirements of people today. The overriding question must be: "What system of governance will best serve the educational function?".

- 207 It is doubtful in Metro if most parents are very concerned about the boundaries of the school board which provides education for their children. They are primarily concerned about the local schools which their children attend and are vitally interested in the quality of the local principals, teachers and the standards of their schools. Most parents are not too aware nor concerned about area-wide problems.
- 208 It is a fact that for many years secondary school attendance boundaries within Metro have not been coterminous. Students have attended schools outside the boundaries of their own school board. For example, York Borough students have attended Oakwood Collegiate Institute in Toronto, North York students have attended Weston Collegiate Institute in York, Scarborough students have attended Victoria Park Secondary School in North York, and East York students have attended Toronto schools. One of the achievements of the present Metro system has been that secondary school attendance boundaries have cut across municipal boundary lines.

209 The Commission recommends that

R18 *In establishing school board boundaries, educational advantages should be given priority of consideration over the coterminality of municipal boundaries.*

210 The Commission examined the optimum size of Area Boards and the boundaries that might be established for achieving their most effective operation and representation of the people.

In so doing, it considered the following possibilities:

- (a) retaining the present six boards with no changes in boundaries,
- (b) reducing the present six boards to four,
- (c) increasing from six to twelve or more mini-boards,
- (d) dividing North York and Toronto each into two boards to establish a total of eight Area Boards,
- (e) continuing with six boards but adjusting the present boundaries to achieve closer equality of size.

211 The pros and cons for each of these solutions are set out below along with pertinent maps and data.

(a) THE STATUS QUO (Map A)

212 In favour of retaining the present structure is the fact that any change in boundaries is always a matter of contention and often becomes an emotional issue that obscures the advantages which change could attain.

213 The Commission also had presented to it the argument that there is a positive value in having boards as diverse in size as East York and Toronto, as each has positive values and provides a touchstone against which Metro can measure the advantages and disadvantages of very large and comparatively small urban school board organizations.

- 214 As stated previously, there is reluctance to change because in Ontario cities it has been traditional for school board and municipal boundaries to be coterminous.
- 215 To place schools under a new jurisdiction causes a temporarily-difficult period of adjustment as established relationships and lines of communication are modified. To offset this predictably painful reorganization, we must be certain that the results will be worth the temporary dislocation.
- 216 The present boards are sufficiently large and powerful enough to resist Metro Board domination. A large number of smaller boards (for example, 15) would likely offer less resistance to domination by the Metro School Board over a period of time, as neither the small boards nor their officials would be individually a match for the Metro Board and its officials. More Area Boards would lead inevitably to an increase in the influence and power of the Metro Board, and any move in this direction contravenes the principle of decentralization and local decision-making.
- 217 It has been said that "Everyone is in favour of improvement but no one wants change." There is a natural human reluctance to change and certainly change should not be accepted merely for its own sake. Nevertheless, as set out in Chapter II, the present structure is far from satisfactory. In the briefs presented to the Commission, and at the public meetings held in the six areas, there was widespread agreement that there is at present too great a disparity in the size of the boards. "The big boards are too big and the small boards are too small" was a recurring statement. The following Table illustrates the problem.

TABLE 12. POPULATION, AREA, DENSITY, NO. STUDENTS,
NO. EMPLOYEES, AREA BOARDS OF EDUCATION

BOARD	POPULATION ¹	TOTAL AREA SQ. MILES ²	DENSITY POP. PER SQ. MILE	TOTAL NO. OF STUDENTS ³	TOTAL NO. OF EMPLOYEES 1973 (TEACHING & NON-TEACHING) ⁴
East York	104,785	8.3	12,625	14,559	898
Etobicoke	282,690	47.9	5,902	59,365	3,929
North York	504,150	68.1	7,403	103,659	7,077
Scarborough	334,310	70.0	4,776	86,830	5,657
Toronto	712,785	37.8	18,857	100,653	8,165
York	147,305	9.0	16,367	23,188	1,787

Sources: ¹1971 Census: B2
²F60
³Data for 1973 Minister's Report
⁴M.T.S.B. Statistical Submission (S1)

- 218 The preceding data illustrate the variation in size among the Metro boards as presently constituted. The Commission questioned whether this variation does or does not adversely affect education in Metro Toronto and decided that it does. Some big boards are having difficulty in responding quickly and effectively to the needs of the schools and the communities they serve. Parents and teachers often feel that the elected trustees and board officials are far away and that the whole system is impersonal, remote and insensitive to their local problems. Confrontation and power plays have become the means of getting attention.
- 219 The large boards deal with such complex problems and such a volume of detail that the trustees, surrounded by experts, are always in danger of losing their control over policy-making and unconsciously allowing their authority and decision-making powers to slip away.
- 220 The large systems cover such a wide geographic area that size is a serious barrier for meetings of such groups as

Home and School Councils, Inter-school athletic teams, Student Council leaders, and teachers of subject areas. Scarborough spreads over 70 square miles and North York over 68, and neither has as yet an adequate internal public transportation system.

- 221 The present organization provides lopsided representation for citizens on the Area Boards as the following Tables show:

TABLE 13. CONSTITUENTS PER TRUSTEE - AREA BOARDS OF EDUCATION

AREA BOARD	POPULATION	TOTAL TRUSTEES ^a	NUMBER OF CONSTITUENTS PER TRUSTEE
East York	105,340	10(8+2)	10,534
Etobicoke	286,106	12(10+2)	23,842
North York	527,564	16(14+2)	32,973
Scarborough	348,166	12(10+2)	29,014
Toronto	676,363	25(22+3)	27,055
York	142,297	10(8+2)	14,230

^aNumbers in parentheses represent trustees elected by public school supporters and separate school supporters respectively.

Sources: E3, Municipal Offices

- 222 The figures clearly demonstrate that there is no approximation of representation by population. For example, a trustee in North York represents three times as many people as his counterpart in East York (32,973 to 10,534), and trustees in Scarborough and Toronto represent about twice as many constituents as a trustee in York.
- 223 An examination of representation by wards (Table 14) throws further light on the inequities inherent in the present trustee representation. In studying Table 14, it should be noted that East York and Toronto have two trustees per ward

TABLE 14. PRESENT TRUSTEE REPRESENTATION ON THE AREA BOARDS OF EDUCATION

BOARD	WARD NO.	WARD POPULA- TION	NO. TRUSTEES ELECTED BY PUBLIC SCHOOL SUPPORTERS	NO. TRUSTEES ELECTED BY SEPARATE SCHOOL SUPPORTERS	TOTAL NO. TRUSTEES
East York	1	33,182	2	Wards 1 and 2: 1 Trustee	
	2	24,690	2		
	3	32,215	2	Wards 3 and 4: 1 Trustee	
	4	15,253	2		
	TOTAL	105,340	8	2	
Etobicoke	10 Wards	286,106	10	2	12
North York	1	34,377	1	Wards 1, 2, 3, 4, 5, 6, 7, 9 have 1 Trustee	
	2	37,422	1		
	3	46,438	1		
	4	33,040	1		
	5	52,040	1		
	6	25,527	1	Wards 8, 10, 11, 12, 13, 14 have 1 Trustee	
	7	38,268	1		
	8	32,300	1		
	9	38,349	1		
	10	35,645	1		
	11	29,357	1		
	12	43,255	1		
	13	35,300	1		
	14	46,246	1		
	TOTAL	527,564	14	2	
Scarborough	10 Wards	348,166	10	2	12
Toronto	1	57,805	2	Wards 1, 2, 4 have 1 Trustee	
	2	59,143	2		
	3	63,643	2		
	4	57,702	2	Wards 3, 5, 10, 11 have 1 Trustee	
	5	64,028	2		
	6	57,086	2		
	7	64,722	2		
	8	64,211	2		
	9	61,212	2	Wards 6, 7, 8, 9 have 1 Trustee	
	10	63,584	2		
	11	63,227	2		
	TOTAL	676,363	22	3	
York	8 Wards	142,297	8	2	10

Sources: E3
Municipal Offices

Note: Populations are based on 1973 Assessment Rolls; ward populations were not available for Etobicoke, Scarborough and York.

- 224 Roughly speaking, each trustee in the larger boards represents more than 30,000 people, while the East York trustees in Ward 4 each represents fewer than 7,800, a ratio of 4 to 1. The ratio is 7 to 1 when one compares Ward 5 in North York which has 52,040 people represented by one trustee with East York's Ward 4 population of 15,253 served by two trustees. It is granted that these are the extremes in the present Area Board representation. But how can the continuance of such disparity be justified? Surely all citizens in Metro have the right to expect an approximation of equal representation on the area school boards. At present they do not have it.
- 225 Some of the constituencies are so large that not everybody can afford the cost and time of conducting an election campaign on the scale required, and not everyone has the kind of daily work that would give him or her freedom to attend to all the demands of representing so many people.
- 226 The smaller boards have the advantage of close personal relationships with their employees and constituents. Because they are less burdened by the problems inherent in operating a big system, they have more time to discuss and form policy on educational matters. Trustees on the large boards complain that they are so weighed down with the mechanics of the operation that little time is left for discussing education. It is quite apparent at the present time that the work load involved in serving the entire Metro area is not equitably divided among the boards.
- 227 The smaller boards have more difficulty in providing support services and some highly specialized services for their students and schools. In some departments, they lack the expertise that comes from the specialization of function found in the larger organizations.

- 228 The disparity in size creates problems at the Metro Board. It is difficult to believe that the voice of the lone East York trustee is as audible as the chorus of six trustees who represent the City of Toronto.

(b) REDUCTION TO FOUR BOARDS (Map B)

- 229 One statement that was made to the Commission was that the Boroughs of York and East York are too small and should be absorbed into the other four boards. A model of how this might be done is illustrated by Map B, p. 104.
- 230 The Metropolitan Toronto area is divided into four boards of education. The southern boundary of East York is eliminated, adding East York to the City of Toronto. The northern boundary of York disappears and York Borough joins North York. Etobicoke and Scarborough remain with their present boundaries.
- 231 The main weakness is that it would add to the size and problems of the bigger boards. In the opinion of the Commission, this would be a move in the wrong direction. It would be unwise to increase the size of the two larger boards which are already suffering from the pains of bigness. Adding to their size would only serve to compound their present problems. Further, this plan would not eliminate the problems of unequal representation at the Metropolitan School Board.

(c) INCREASING THE NUMBER OF BOARDS (Map C)

- 232 A Metro educational organization having a large number of mini-boards has certain attractions. Dr. H.C. Goldenberg, in his 1965 study of Metro, recommended 11 District Education Councils (Map C, p. 105). The Metropolitan Toronto area was divided into school districts whose boundaries had little or no relation to existing municipal boundaries. This

textbook solution received scant consideration as the existing boards objected vehemently to the carving up of their empires. Bigness seems to have an attraction for many politicians and school officials. They do not hesitate to accommodate more territory within their sphere of influence but offer strong objections to any reduction in size. Our study indicates that the establishment of 10 to 15 small boards would cure some of Metro's ills, although it would create others.

- 233 Democratic representation presupposes that the electors will choose the best people available for office and this, in turn, assumes that the candidates' personal qualities and backgrounds will be well known to the voters. Such is not now true in the large constituencies in Metro.
- 234 More boards would offer more people the opportunity to serve as trustees, and this should lead to more sensitivity to community needs and more responsiveness to local conditions. There could be increased participation at the local community level and increased community expectation of being kept informed about educational matters. The individual trustee being better known by a smaller constituency would be more accountable on a continuing basis to those who elected him and not just face a day of reckoning every two years at election time.
- 235 These smaller boards could result in an organization of the schools that would lead to closer personal relationships between the board officials and the teachers and eliminate the status barriers that tend to develop in an impersonal hierarchy.
- 236 The creation of a large number of smaller boards would go a long way towards solving the problem of representation at Metro. Since the boards would be more or less equal in size, it would be practical to have equal representation from each board. This would ensure that every part of Metro Toronto

had an equal influence at the Metro School Board, and it could be a factor in helping to achieve equity.

- 237 To implement a plan of many smaller boards would have serious disadvantages. There would be an unacceptably severe dislocation of the existing Metro organism to achieve aims which the Commissioners believe can be attained by administrative rather than fragmenting political changes. The structure would be costly to implement and costly to operate. It would also exacerbate some of the weaknesses of the present Metro system; for example, having more than twice as many boards each with its own administrative headquarters and groups of high salaried top level officials.
- 238 It would be very difficult for small boards to operate with the increased degree of fiscal autonomy that the Commission is recommending.
- 239 There is also cause to fear that setting up a large number of mini-boards could create homogeneous ethnic and socio-economic ghettos. An area school board should be aware of a diverse range of educational needs and not be confronted with the problems of only a narrow segment of the Metro populace.

(d) BISECTING NORTH YORK AND TORONTO (Map D)

- 240 The optimum size of an urban school board in an area as densely populated and heterogeneous as Metro Toronto is one that has responsibility for 40,000 to 60,000 students. This is a pragmatic rather than an academic estimate based upon an examination of the services offered in urban areas by different sized boards.
- 241 With an enrolment under 40,000 students, it is unlikely that a board would independently be able to provide the full range of services needed for an urban population in which one finds numerous children with a variety of handicaps requiring spe-

cial educational programs. An urban board should be large enough to provide a wide range of educational programs, and well-developed and adequate health services, sociological assistance, in-service training for teaching and non-teaching staff, and other support services.

- 242 Once the student population exceeds 60,000, the law of diminishing returns appears to set in. The board merely supplies more of the same services, but it becomes more difficult to do it well as staff and communication lines become "layered". Administration tends to become top heavy, less sensitive to serving the needs of classroom teachers and slower in reacting to changing conditions.
- 243 If it is accepted that the optimum size of an urban school board is one that has responsibility for 40,000 to 60,000 students, a tidy solution would appear to be to divide North York and Toronto each into two school board areas (Map D, p. 106). This proposal does not disturb any municipal boundaries but bisects the Borough of North York and the City of Toronto, thus creating eight area boards of education. The model shows North York divided along Bathurst Street, and the City of Toronto divided along Avenue Road-University Avenue.
- 244 This plan would avoid the problems raised by establishing new school boards with jurisdiction outside their present municipal boundaries. However, it does nothing to increase the responsibilities of the York and East York Boards, and it would be costly to establish and operate four boards to do the work presently accomplished by two.

(e) ADJUSTING THE BOUNDARIES OF THE PRESENT SIX BOARDS
(Maps E, F, G)

- 245 Retaining six boards but increasing the size of York and East York, leaving the Etobicoke boundaries in Plans E, F and G as they now are, and the Scarborough boundaries in Plans F and G

as they now are, and decreasing the size of North York and Toronto would be a marked improvement on the present structure without causing a major upheaval.

- 246 This plan would achieve closer equality in size and in the load of responsibility carried by the six boards and it would reduce the disparities that now exist between the large and small boards. The increased efficiency over the present operation should reduce costs.
- 247 It should be recognized that, because of equalized assessment and a common mill rate, boundary changes will not affect taxpayers. For school board purposes, it does not matter which board is assigned the assessment of an area, and it makes no difference to the taxpayer whether his property is under one school board jurisdiction or another. Most taxpayers do not realize this fact.
- 248 Some municipal boundaries in Metro that were established when most of the region was farm land, and when rural or semi-rural living conditions prevailed, are meaningless today for educational purposes. In setting school board boundaries, it is now essential to give prime consideration to traffic arteries, railway lines, rivers and ravines. The reviving awareness of the importance of established local communities must also be considered in changing school board boundaries.
- 249 Three plans or models (Maps E, F and G) are presented to illustrate examples of boundary changes that might be considered in adjusting the present board sizes. At the risk of being tediously repetitive, the Commission wishes to emphasize THAT IT DOES NOT OFFER ANY ONE OF THESE MODELS AS THE FINAL SOLUTION. The models do serve to show how boundary changes could more nearly equate the Area Boards in size. The boards concerned should be consulted about the precise delineation of boundaries before a final decision is made.
- 250 In considering the three models, it will be observed that

no change is contemplated in the boundaries of Etobicoke. That borough which has the Humber River as a natural boundary separating it from North York, Toronto and York is considered by the Commission to be at present almost the optimum size for an Area Board. When there is not reason to change, there is reason not to change.

251 Plans F and G leave the boundaries of Scarborough as they are. The reason for this is that Scarborough is the only part of Metropolitan Toronto with a large amount of residential land yet to be developed. The nature of this development over the next few years will have a profound effect, not only on student enrolment and the amount of new school accommodation required, but also on the density of population and the socio-economic background of the area. The Scarborough Board may be faced with a greater complexity of problems than it now has, with its present density of population and its relatively homogeneous school population.

252 It is because of the uncertainty of Scarborough's future that it is deemed wise not to recommend any change at this time, but the boundaries of the Scarborough Area Board should be reviewed at least every five years. There is a strong possibility that changes may be desirable.

253 The Commission recommends that

R19 *The Metropolitan Toronto School Board review the boundaries of the Scarborough Board of Education at five-year intervals to determine if changes would improve the effectiveness of the governance structure.*

254 Plan E presents six boards of education, with enlargements of East York and York and corresponding reductions in North York, Scarborough and Toronto.

255 New boundaries for East York and York are as follows:

East York

- North - along present boundary (north side of Glenvale Boulevard), east from Bayview Avenue to the C.P.R. railway tracks, northeast along the C.P.R. line to the Don Valley Parkway, north along the Parkway to the Macdonald-Cartier Freeway, east along the Macdonald-Cartier Freeway to Kennedy Road.
- East - Kennedy Road from the Macdonald-Cartier Freeway to the lake front.
- South - lake front from Kennedy Road to Victoria Park Avenue, north on Victoria Park Avenue to Danforth Avenue, west along Danforth Avenue to the Don Valley Parkway.
- West - north on the Don Valley Parkway from Danforth Avenue, along the present boundary to the north side of Glenvale Boulevard at Bayview Avenue.

York

- North - Macdonald-Cartier Freeway from the Humber River to the Spadina Rapid Transit Route.
- East - along the Spadina Rapid Transit Route south from the Macdonald-Cartier Freeway to Eglinton Avenue, east along Eglinton Avenue to Bathurst Street, south along Bathurst Street to St. Clair Avenue.
- South - west on St. Clair Avenue from Bathurst Street to Runnymede Road, along the present boundary to the Humber River.
- West - Humber River north from Bloor Street to the Macdonald-Cartier Freeway.

Plan E is an improvement on the present structure insofar as it reduces the size of North York, Scarborough and Toronto and increases the area of the Boroughs of East York and York. Its weakness is that it still leaves North York overly large and the City of Toronto far too large and out of proportion to the other boards.

256 Plan F proposes an increase in the size of East York and York with corresponding reductions in Toronto and North York. Scarborough and Etobicoke are left unchanged. A much better balance of population and concomitant responsibility is achieved by this plan. It would also make representation on the Metro School Board more equitable.

257 The new boundaries for East York and York are given below:

East York

- North - along the present boundary (north side of Glenvale Boulevard), east from Bayview Avenue to Eglinton Avenue, east along Eglinton Avenue to the Don Valley Parkway, north along the Parkway to the Macdonald-Cartier Freeway, east on the Freeway to Victoria Park Avenue.
- East - Victoria Park Avenue from the Macdonald-Cartier Freeway to the lake front.
- South - lake front from Victoria Park Avenue to the Don Valley Parkway.
- West - north along the Don Valley Parkway from the lake front to meet the present boundary above Danforth Avenue, along the present boundary to the north side of Glenvale Boulevard at Bayview Avenue.

York

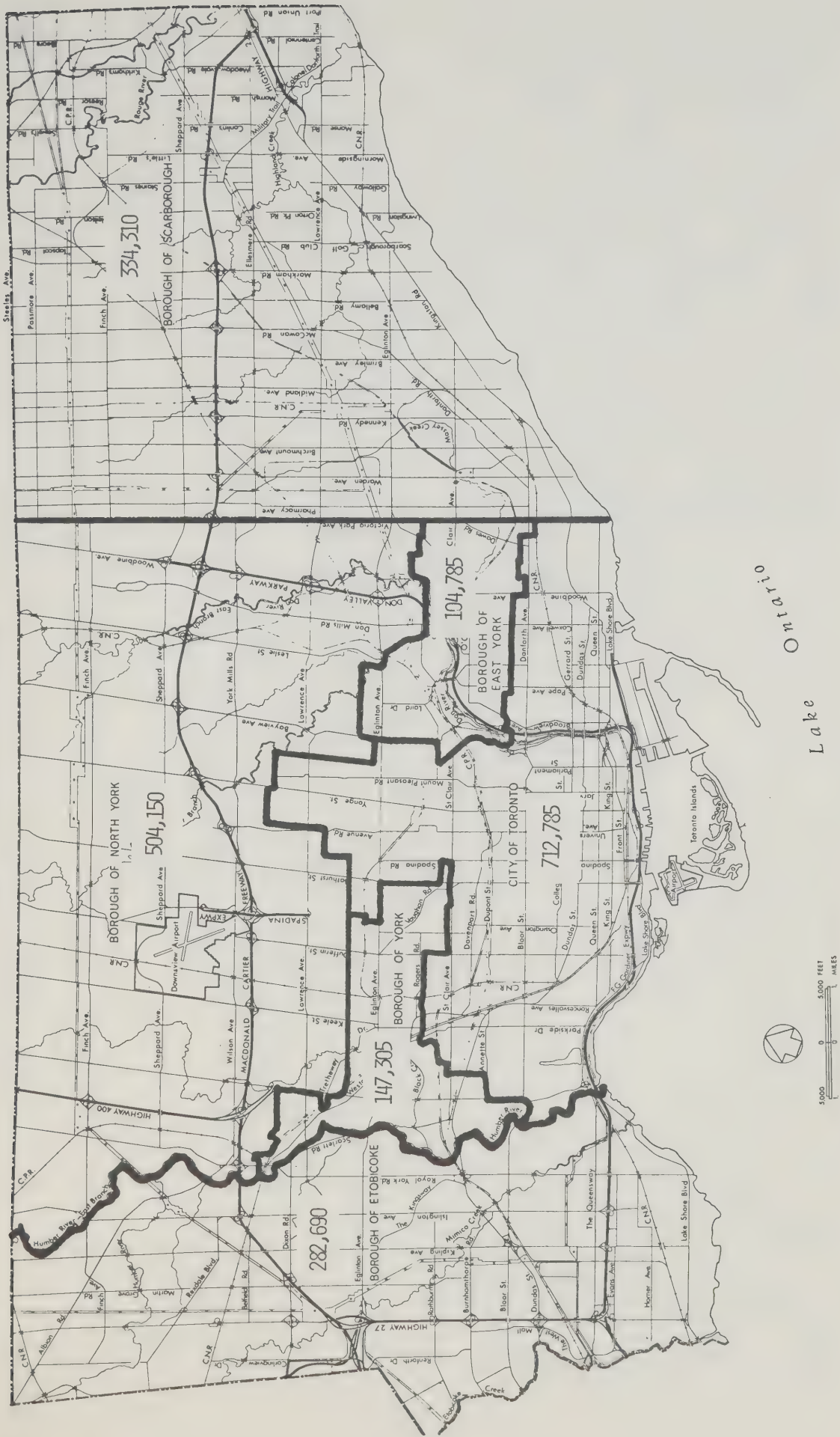
- North - Macdonald-Cartier Freeway west from the Humber River to the Spadina Rapid Transit Route.
- East - along the Spadina Rapid Transit Route south from the Macdonald-Cartier Freeway to Eglinton Avenue, east along Eglinton Avenue to Bathurst Street, south along Bathurst Street to Dupont Street.
- South - Dupont-Annette Streets west from Bathurst Street to Jane Street, along the present boundary to the Humber River.
- West - Humber River north from Bloor Street to the Macdonald-Cartier Freeway.

- 258 The proposal illustrated by Map G, p. 109 eliminates the Boroughs of East York and York by adding them to the City of Toronto. Then the Borough of North York and the City of Toronto are each divided into two Area Boards. All remaining boundaries are retained:
North York is divided along Bathurst Street.
Toronto is divided along Yonge Street.
Etobicoke and Scarborough would remain unchanged for the reasons previously stated. Four new boards are created in which the Boroughs of East York and York disappear.
- 259 Plan G achieves the aim of making the six boards more nearly equal in size than they now are and it lessens the disparity between the largest boards and smallest. A serious drawback to this model is that it completely eliminates two existing political entities.

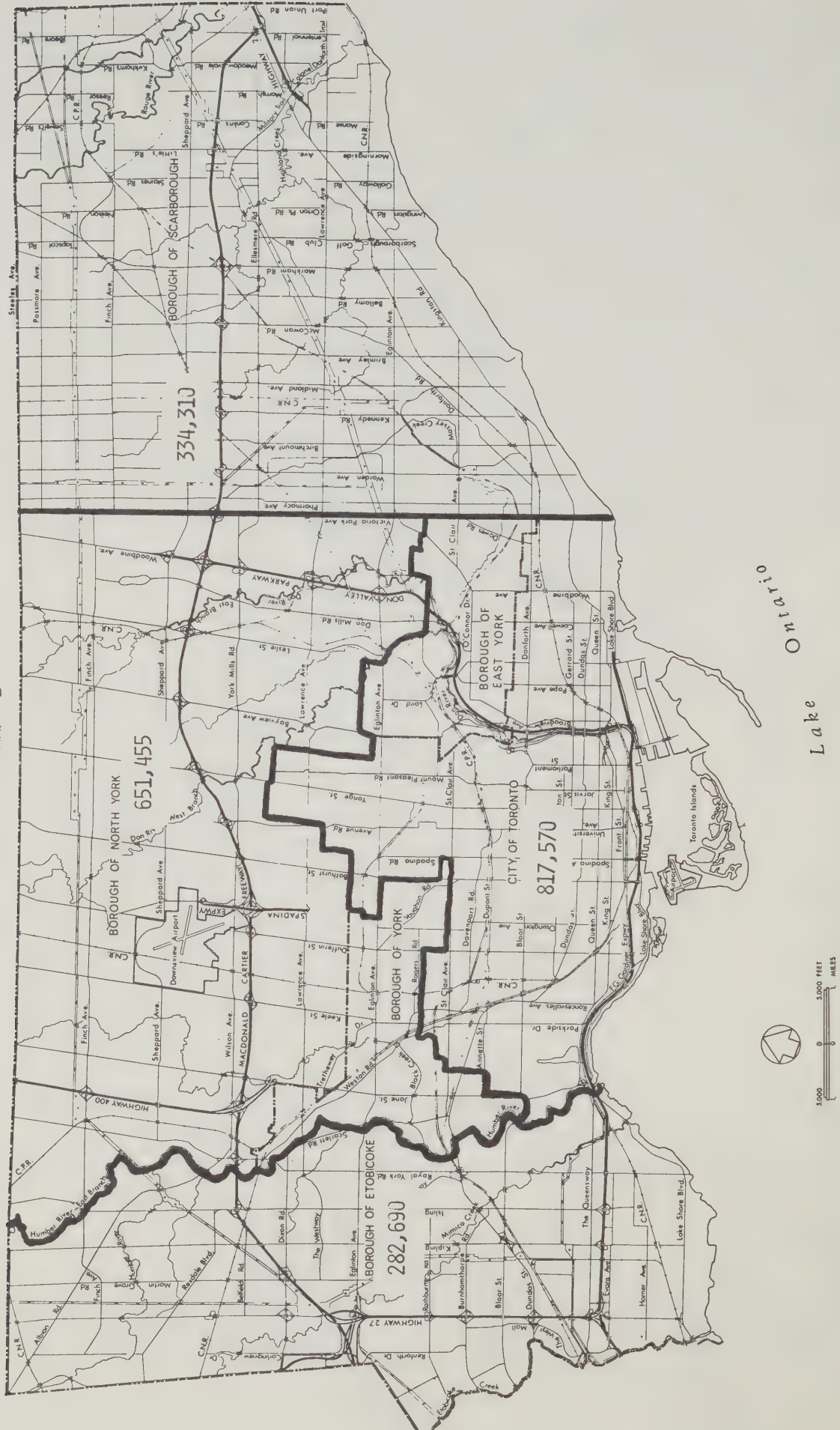
Comparison of the Status Quo (Plan A) with Plan F

- 260 The Commission believes that any of the three sample models (E, F, G) which are based on the retention of six Area Boards but with adjusted boundaries, would achieve the aim of lessening the disparity in size between the large and small boards.
- 261 The Commission is not advocating any particular plan but has developed these three to show the kinds of improvements that might be made.
- 262 Since Plan F in most of its features represents a position between Plans E and G, it is used for comparison with the existing situation presented in Plan A. Table 15 illustrates these differences.
- 263 Six of the indicators of the size and complexity of an area school board's operation are: the total population served, the size of the area in square miles, density of population

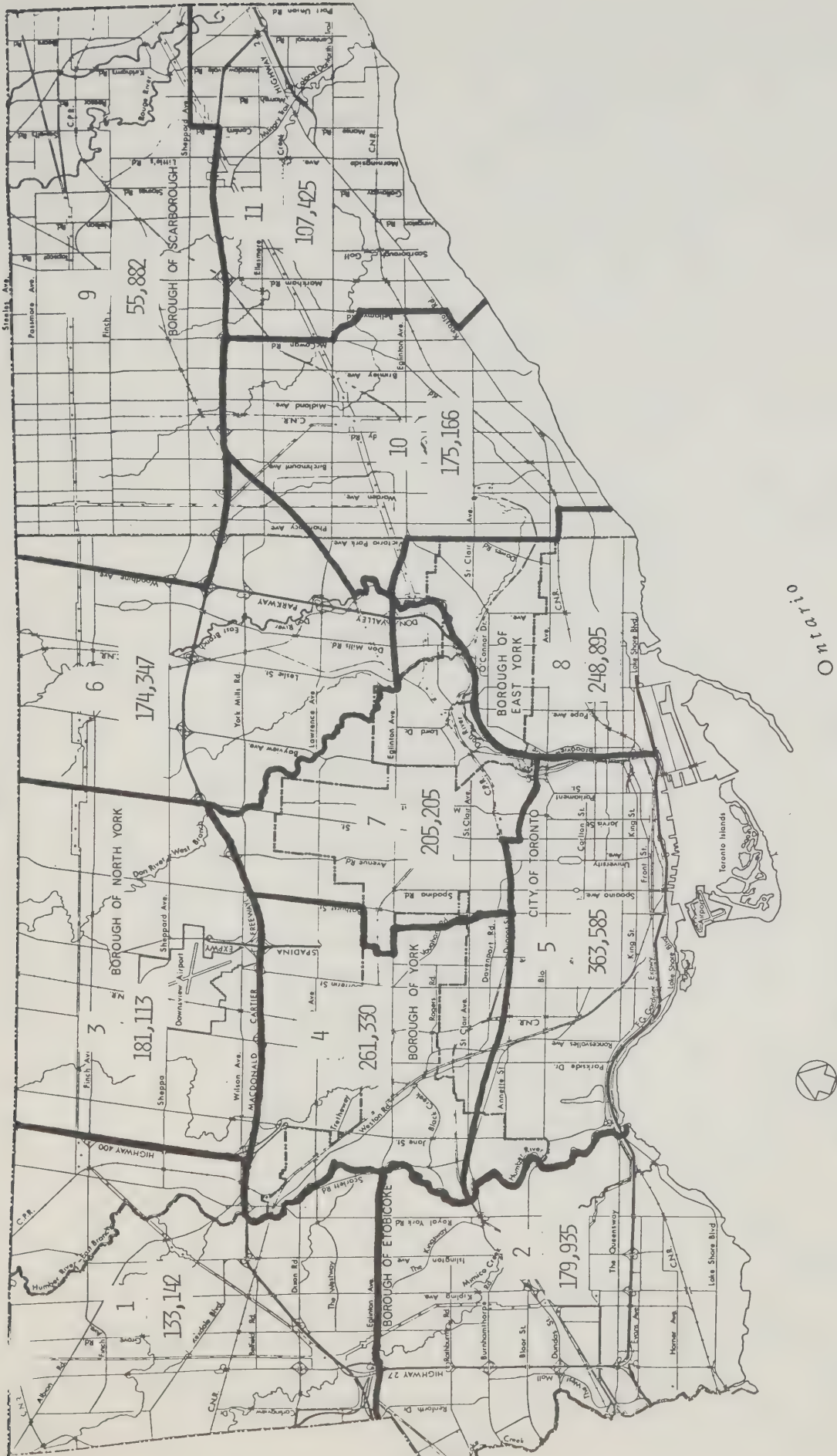
MAP A PRESENT POPULATIONS



MAP B

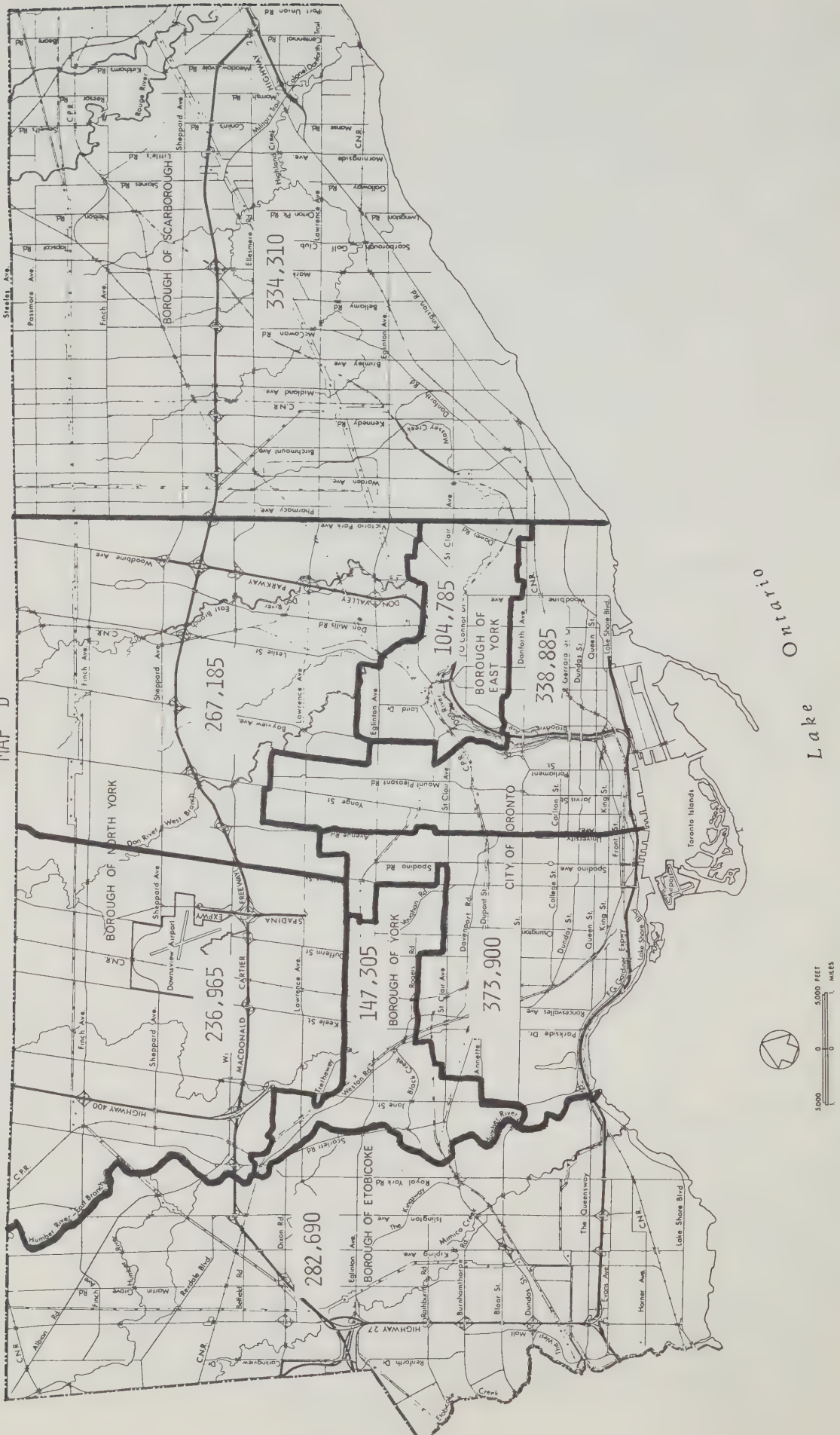


MAP C

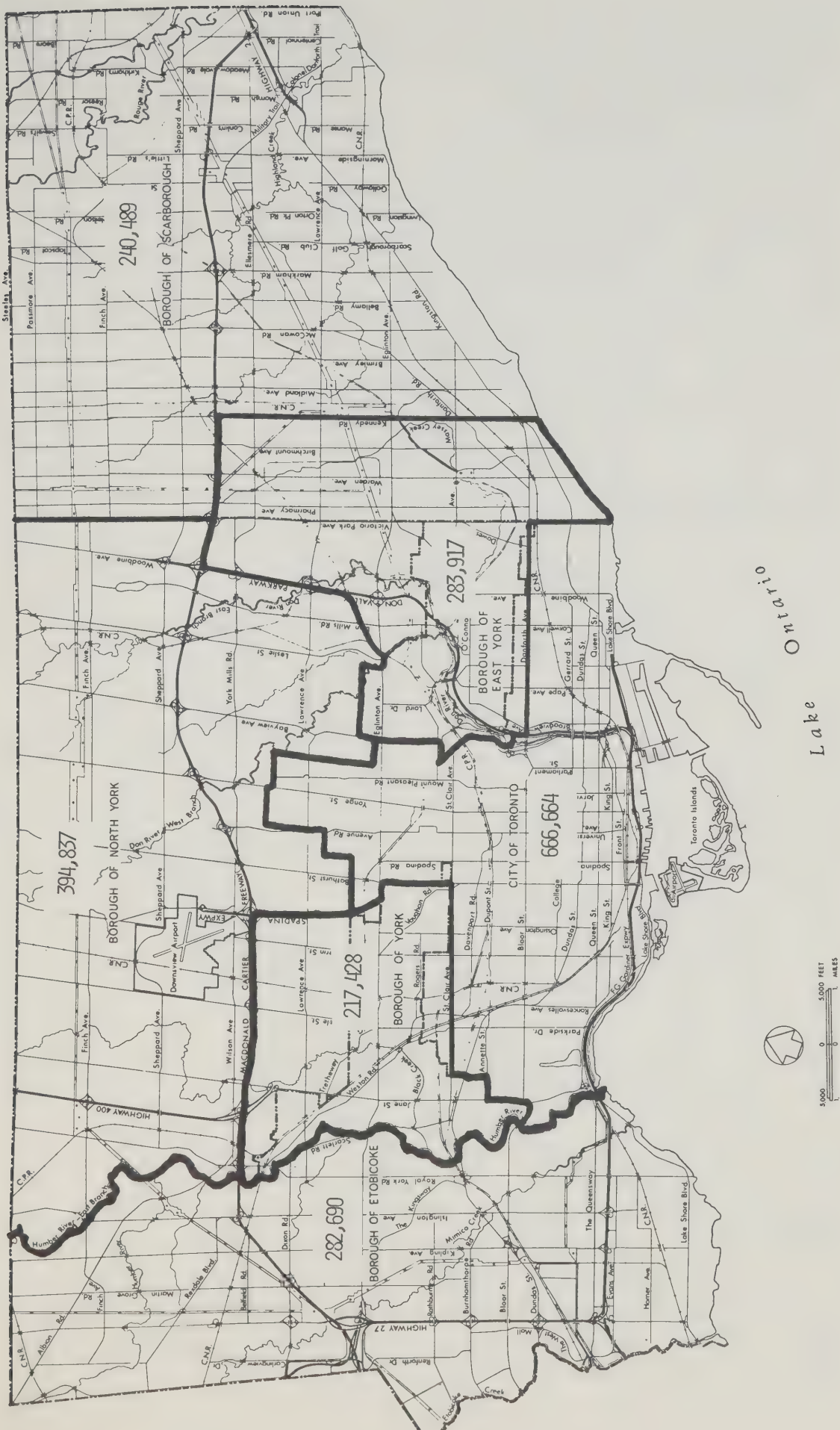


Lake Ontario

MAP D



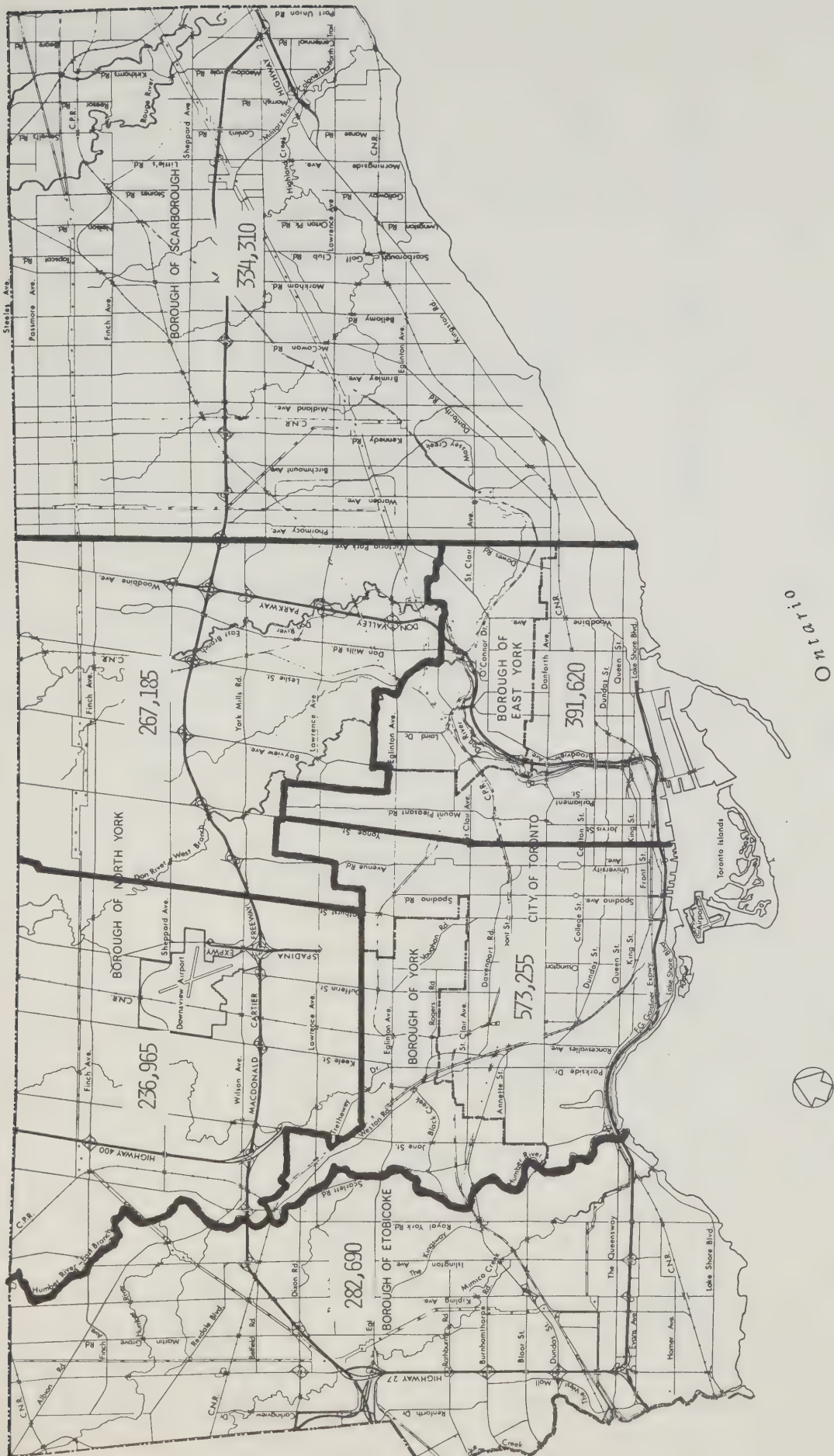
MAP E



MAP F



MAP G



5000 FEET
0 1000 METERS

TABLE 15. COMPARISON OF PRESENT AREA BOARDS OF EDUCATION (MAP A) WITH BOARDS OUTLINED ON MAP F WITH RESPECT TO: POPULATION, AREA, DENSITY, NUMBER OF SCHOOLS, NUMBER OF STUDENTS, NUMBER OF EMPLOYEES.

BOARD	POPULATION ¹		AREA ² (SQ. MILES)		DENSITY (POP./SQ. MILE)		NUMBER OF SCHOOLS ³				NUMBER OF STUDENTS ⁴				NUMBER OF EMPLOYEES ⁵ (TEACHING & NON-TEACHING)	
	PRESENT PLAN A	PLAN F	PRESENT PLAN A	PLAN F	PRESENT PLAN A	PLAN F	PRESENT ELEM.	PLAN A SEC.	PLAN F ELEM. SEC.	PRESENT PLAN A	PLAN F	PRESENT PLAN A	PLAN F	PRESENT PLAN A	PLAN F	
East York	104,785	322,661	8.3	23.5	12,625	13,730	21	3	57	13	14,559	51,533	898	3,179		
Etobicoke	282,690	282,690	47.9	47.9	5,902	5,902	75	21	75	21	59,365	59,365	3,929	3,929		
North York	504,150	396,244	68.1	55.4	7,403	7,152	145	22	121	19	103,659	86,834	7,077	5,928		
Scarborough	334,310	334,310	70.0	70.0	4,776	4,766	115	21	115	21	86,830	86,830	5,657	5,657		
Toronto	712,785	487,230	37.8	24.5	18,857	19,887	112	31	81	21	100,653	67,081	8,165	5,442		
York	147,305	262,890	9.0	19.8	16,367	13,277	29	7	48	10	23,188	36,611	1,787	2,822		

Sources: ¹1971 Census: B2.
²Table 12, B2.

³Table 12, B2.

⁴Metropolitan Toronto School Board, B2, E18, E5.

⁵Table 12, B2, E18, E5.

Table 12; Projected number of employees for Plan F is based upon present employee-student ratio of each board.

per square mile, the number of schools in the area, student enrolment, and the number of employees.

- 264 Even a cursory study of Table 15 reveals that Plan F in every one of the compared aspects would reduce considerably the disparity that now exists in the responsibilities and work loads of the boards.
- 265 Attention is now drawn to some illustrative examples of how the extremes of bigness and smallness could be substantially modified by the acceptance of Plan F.
- 266 The population served by the Borough of East York Board would be increased from 104,785 to 322,661, a more than threefold increase. The City of Toronto Board would be responsible to 487,230 citizens instead of the present 712,785, a decrease of 31.6 per cent.
- 267 The area of the Borough of York Board would be more than doubled in going from 9.0 to 19.8 square miles. The Borough of North York Board area would cover 12.7 square miles less, a reduction of 18.6 per cent. The reduction in the physical area to be served would alleviate some of the present transportation and communication problems.
- 268 There is a relationship between the density of the population in an area and the responsibilities and work load of an Area Board. The number of children to be served from a two-acre lot development such as borders the Post Road in North York, is obviously a far cry from the number of children living on a similar acreage in the inner core of the City of Toronto. The Borough of York would also be helped by having a density of 13,277 per square mile instead of 16,367.
- 269 In comparing the size of school systems, one obvious indicator is the number of schools for which the system is responsible. Plan F would decrease the responsibility of the North York Board from 145 to 121 elementary schools and from 22 to

19 secondary schools. The City of Toronto Board would be responsible for 81 elementary schools and 21 secondary schools in contrast to the present 112 elementary and 31 secondary schools. East York with its present 21 elementary schools would have 57, and instead of 3 secondary schools, it would have 13. These examples illustrate that Plan F would be successful in spreading the responsibilities and work load more evenly among the boards.

- 270 A comparison of student enrolments in Plan A with Plan F adds evidence to show that improvement over the present situation could be achieved. For example, the enrolment in North York would drop from 103,659 to 86,834, and in Toronto from 100,653 to 67,081. In East York the enrolment would go from 14,559 to 51,533, and in the Borough of York there would be an increase in the number of students from 23,188 to 36,611.
- 271 The total number of employees in any organization is an accepted measurement of size for comparative purposes. One has only to look at the East York Board's responsibility for 898 employees as contrasted with the City of Toronto's staff of 8,165 to grasp the present unsatisfactory division of Metro Toronto for school board purposes.
- 272 It can be seen that a number of alternatives to the present structure are possible. These alternate plans in various ways would improve educational services in Metropolitan Toronto.
- 273 In summary, the Commission believes that retaining six boards but adjusting the boundaries would remove the more glaring inequities of the present unequal electoral representation and the distribution of responsibilities among the boards. It would improve the ability of the large boards to respond more speedily and effectively to local needs by keeping the point of decision-making closer to the field of action. It would also make trustees more readily accessible and account-

able to their constituents. Boards more equal in size would help to some extent in overcoming the unequal representation on the Metro School Board.

274 The Commission is aware of the political difficulty involved in making boundary changes and reiterates that the MAJOR RECOMMENDATIONS IN THIS REPORT STAND ON THEIR OWN AND ARE NOT BASED ON ANY ASSUMPTION OR REQUIREMENT THAT THE BOUNDARIES WILL BE ADJUSTED.

275 The Commission recommends that

R20 *The second tier of the Metropolitan Toronto School system be comprised of six Area Boards.*

276 The Commission recommends that

R21 *The boundaries of the present Area Boards be adjusted to increase the size of the Borough of East York and the Borough of York and to reduce the size of the Borough of North York and the City of Toronto.*

277 The Commission recommends that

R22 *The final decision for establishing school attendance area boundaries continue to be the responsibility of The Metropolitan Toronto School Board.*

The Number of Trustees on the Area Boards

278 If an Area Board of Education were the policy-making group of a private business organization, it would probably be most efficient if restricted to a maximum of ten members. But a board of education is not part of a private business organization. It is an elected body entrusted by its community with the weighty responsibility of ensuring that the schools provide the best quality education to meet the diverse needs and expectations of all the students in the area, and to act as trustees of the school buildings and facilities

while permitting and encouraging the use of these for adult education, recreation and other community requirements.

- 279 The trustees have to provide these services within the limit of the expenditures allowed by the Provincial ceilings and within the willingness and ability of their constituents to pay. These limitations create the need for careful budgeting and the establishment of priorities, which can be done properly only if the trustees know what is happening in the schools under their jurisdiction and have knowledge of the needs and expectations of those whom they represent. An Area Board in Metro is both a forum for the formulation of educational policy and a corporate body responsible for the spending of millions of dollars, and for the calibre, morale and performance of thousands of teaching and non-teaching employees.
- 280 The dilemma in establishing school board size is that a sufficiently large number of trustees is required to give adequate representation of the citizens, but if a board is too large it becomes unwieldy and inefficient. The Commission believes that the minimum number of trustees on an Area Board should be 10 with a maximum of 20. This provides a sufficient number to represent different points of view in establishing policy, while not being too large for conducting the business affairs of the board.
- 281 The Commission recommends that
- R23 *An Area Board of Education have a minimum of 10 trustees and a maximum of 20.*

The Electoral Base

- 282 A fundamental and important decision concerning public education in Metro Toronto is the determination of the base for electing trustees to the Area Boards. If the democratic process is to work effectively in education, the school

trustee must know his community intimately, know what is happening in the schools in his jurisdiction, be concerned with rendering public service, and be committed to working for whatever is in the best interests of the students in the schools. It is equally important that the voters should know the candidates for whom they are voting. It is impossible to make a wise choice among several candidates unless the voter knows something about their personal careers and their public service records.

- 283 At the present time, the wards used for municipal elections are also the bases for the election of school trustees. The ward boundaries are largely artificial and meaningless from the point of view of education since they often cut across natural groupings of schools. Wards were established for conducting and administering municipal elections, rather than for providing meaningful representation on area school boards. Most ward boundaries are not conducive to maximum local participation in school affairs. They are a reminder that historically in Ontario the election to school boards has been a secondary consideration, and the system is geared primarily for municipal council elections.
- 284 Tables 13 and 14 have pointed out the wide disparity in the size of the wards and the resultant lack of anything approaching representation by population on area school boards. The present disparity in size of electoral constituencies should be corrected and at least the extremes should be narrowed.
- 285 Large constituencies, some with a population of over 40,000, are a threat to the democratic election of school trustees. People cannot know the candidates and no one person can represent the interests of so many in such a matter of local concern as education. Trustees in Metro Toronto have not hitherto been professional politicians, but the effort, time and money required for campaigning in the large constituencies could make it impossible for many people to run for office.

- 286 We have pointed out that wards are not necessarily the best constituencies for the election of trustees, but if they are maintained, the Commission urges that the practice of having two trustees elected by all the people of one ward be discontinued. This is the present situation in East York and Toronto. Instead of having 65,000 or more people in a Toronto ward electing two trustees, it would be more representative to have the ward divided in half and each voter choose a person who would represent a ward half the size. It is important that people know their local trustee and can hold him responsible for the schools in their community.
- 287 The Commission recommends that
- R24 *The practice in East York and Toronto of having two trustees elected by all the voters in a ward be discontinued.*
- R25 *The number of wards in East York and Toronto be increased for educational purposes.*
- R26 *Each ward in an Area Board's jurisdiction be represented by one trustee.*
- 288 What are the alternatives to using the ward as the electoral base? Ideally, it should be a "community", but Metro Toronto is not composed entirely of these traditional natural groupings of people where everyone knows everyone else or at least knows the leaders in rendering public service.
- 289 Especially in the newer subdivisions, the local school is the main community interest of citizens, and far more people participate in activities centring around the schools attended by their children than in any other kind of community activity.
- 290 In an area such as that served by Don Mills Collegiate Institute in North York, a family of schools develops naturally as the centre of community interest and activity. Basically, a family of schools is composed of a secondary

school, and the intermediate and elementary schools that feed into that secondary school.

291 With such community of interest, the family of schools seems almost ideal as the base from which to elect a school trustee. Because the family of schools sponsors community interest in what is happening in the schools, and what should be happening, frequently public meetings are held at which parents, teachers, students and general taxpayers express their opinion on a wide variety of educational and community matters. Trustees with this background would be able to represent with better knowledge and insight the people who elected them to office. Over a period of time, the voters would become aware of the people in the area who were sincerely interested in education and able to give effective leadership.

292 The family of schools as an electoral base would work satisfactorily in newly developed boroughs such as North York, Etobicoke and Scarborough. For example, North York has 17 families of schools and at present has 14 wards. The increase of three trustees would not greatly change the complexion of the board. In older areas, such as Toronto, where the secondary schools tend to be more specialized and serve a much wider geographical area than the composite schools in the newer boroughs, the family of schools is not a natural functioning unit. Where it is already established as an educational entity, the Commission believes that the family of schools unit should be used as the electoral base.

293 After their concern about the quality of education for their children in the local schools, the next educational concern of the parents, apart from taxes, is the community use of the schools and their facilities. This community interest will become intensified as declining enrolments leave more rooms available for community use. In some communities, there has already been keen local interest expressed in what is to be done with public schools that are being closed.

- 294 This development was evident in the spring of 1973 when the North York Board decided to close Hardington Public School. The North York Board had a request from the Metro Separate School Board to make the building available to it for use as a French elementary school. The North York Board also had a request from Seneca College for use of the building as an extension of its services into the western half of the Borough.
- 295 Community meetings were held at which all points of view were expressed and eventually, apparently in accordance with the wishes of the majority in the Hardington area, the building became a Seneca College extension project with strong emphasis on meeting the Community's needs.
- 296 Problems such as this show the desirability of developing electoral units based on natural school districts. Boards should identify and recognize existing communities and their potential resources for improving educational services.
- 297 The Commission recommends that
- R27 *A natural community or a family of schools be, where feasible, the constituency from which the local trustee is elected.*

Communication

- 298 It is difficult, if not impossible, to legislate how the individual trustee should relate to his voters and how an Area Board should communicate with its constituents, but the Commission would be remiss if it did not express its concerns on this vital subject.
- 299 Metro Toronto is a living organism, a body politic, something more than the sum total of its parts, and an important fact in the life of all the citizens within its boundaries. We would not, if we could, turn back the hands of time and live in small independent communities. But we believe that

the quality of education in Metro will depend to a large extent on maintaining and recapturing some of the vital community spirit which is such a strong influence on the lives of young people in smaller communities. We believe that we can enjoy the benefits of living in what has become one of the world's most cosmopolitan and sophisticated cities without surrendering our personal identity to "bigness".

- 300 It is difficult for people in Metro to feel that they are an important and vital part of a community. "They" (some faceless figures at the Municipal Offices or the Board of Education) look after street repairs, garbage removal, snow clearance, police and fire protection, providing school facilities, what is taught in the schools, and how it is done and by whom. What is left for the citizen to do?
- 301 It is not practical in the field of education to achieve individual and collective citizen participation through political structures, but more can be done administratively than has been attempted to date.
- 302 To suggest local citizen involvement in education alarms school trustees, officials, principals and teachers, and rightly so if it means encroachment upon the responsibilities which the trustees were elected to carry out or erosion of the professional responsibilities of the school staff. What the local school community can do is to come to an agreement on what it wants the schools to do and provide this input to the board. The citizens should insist that the local trustee represent them effectively, and they should insist upon being kept informed of what is happening in education at both the Area and Metro board levels.
- 303 Trustees should be mindful that the parents' chief concern about education is the learning experience of their own children. The Area Boards should consider measures to ensure that parents have frequent opportunities for learning about the local schools and for discussing educational matters

publicly with their local principals, teachers and neighbours.

- 304 The use of schools and their facilities by the community has increased dramatically, but there is still room for improvement. The school is a substitute for the "town hall" as the centre of community activities. Its use is part of "decentralization" and the reaction against big city remoteness and "being a nobody".
- 305 Boards do communicate with parents in different ways and with varying frequency. The problem of communication in Metro is much more complicated and complex than it is in a medium-size city which has a newspaper with almost total circulation, and a television and radio station eager to air information about the board's activities. In Metro, there are six Area Boards and the Metro Board all seeking coverage for a multitude of activities from media designed chiefly to serve the area as a whole.
- 306 Newsletters from the local school are popular and effective and should be encouraged by the boards. The Commission was especially pleased to note that some schools are issuing school news in languages other than English to meet the needs of their immigrant parents. The publications issued from board headquarters vary in quality and tend to be statistical and bland.
- 307 All boards pay lip service to "public relations", "communication", "information services", or by whatever name they call it. Most of them in fact are spending an infinitesimal part of their budgets on communicating with the public. Usually very little assistance or encouragement is given to schools or to Home and School or other parent-teacher groups to produce newsletters of interest to the local community.

- 308 It is noted with regret that no board in Metro has a school board advisory committee as permitted by Provincial legislation (*Schools Administration Act*, R.S.O. 1970, c. 424, s. 84).
- 309 There are a few "lighthouse" developments in communicating that are most encouraging. These vary in character, but the basic characteristic seems to be that the local trustee spends much time "in the field" getting to know the school officials responsible for his area, the local school principals and the key teachers in each school, and the leaders of student and community groups. With the trustee as the catalytic agent, all these people have been brought together, have learned to trust each other, and are working together for the betterment of their community. It is in this kind of environment that good things are happening.

Conclusion

- 310 The Area Boards of Metropolitan Toronto could struggle on under their present structure and form, but the potential for achieving a more balanced political representation, more sensitive and responsive to the educational needs and aspirations of communities, lies within our grasp. The labour pains will be short and soon forgotten. The benefits will be long lasting.

CHAPTER IV

THE CHANGING ROLE OF THE SCHOOL TRUSTEE

- 311 Gone is the day of the lady or gentleman school trustee ennobled with a sense of community service and blessed with a few leisure hours to spare.
- 312 The upsurge in parental interest in school board affairs coupled with clearer expectations for accountability and involvement have placed new demands upon the time of the trustee in Metropolitan Toronto. The changing and complex role now requires a more active performance and an increasing time commitment. Trustees feel that their role has increased but their influence has diminished.
- 313 Community involvement in educational affairs surfaced most vocally with the imposition of ceilings on expenditures. The reduction of funds available to boards cut across growing expectations for expanded services, particularly in special education, French, library resources, outdoor education, inservice training, compensatory and enrichment programs. The resultant questioning of policies and priorities in spending has whetted the desire of parents for more understanding of, and influence in, decision-making. There is no evidence that the participatory citizen movement affecting all levels of government will fade away. The evidence indicates that it is growing, demanding new responsive strategies from elected officials.

Time Demands

- 314 The school trustee can no longer assume that he represents an acquiescent and homogeneous electorate. He must now find multiple avenues for direct consultation with, and feedback from, all groups within his constituency. The responsive trustee must attend many more meetings with parents and teachers. He must be readily accessible by telephone and in person to answer questions and to deal with problems of his constituents.
- 315 The trustee of today is expected to be more knowledgeable on all aspects of curriculum, educational policy and financing, and to be able to interpret these in relation to his own board, to the Metropolitan Toronto School Board, and to the province. His constituents require him to be fully conversant with the particular needs and wishes of his community, to be familiar with the schools, teachers and principals, as well as with the operation of school board administrative units within his jurisdiction.
- 316 In all of these increased demands upon his time, the trustee must be so highly visible that he can be quickly identified as the point of entry for community involvement and as the agent of accountability. The day of the "store-front" trustee may not be far away.
- 317 As a member of his own board, the trustee has an increasing time commitment associated with complex decisions on priorities, policies and financing. When the recommendations in this Report for more fiscal autonomy are adopted, the Commission sees the trustee spending more time on the determination of his Area Board's budget, on policies for program development, and on decisions arising from the discretionary levy.
- 318 The Commission recognizes that a trustee's work load is such that ways must be devised to ensure that his time is used most productively. In the preceding chapter, the Commission examined how the trustee can respond more effectively to community

expectations and demands by representing fewer constituents. Under the present ward structure, even if a trustee could attend one parent-community meeting each weekday, he would make contact with only some 150 people a week out of a constituency of 30,000 to 40,000.

319 Despite the reduced fiscal role envisaged for the Metropolitan Toronto School Board in this Report, those trustees who serve on the Metro Board will still continue to have additional demands upon their time.

320 When a trustee becomes chairman of his own board, he is obliged to shoulder further responsibilities beyond those he is expected to fulfill in his own constituency. An Area Board chairman carries the work load of representing his own Area Board at the Metropolitan Toronto School Board in addition to being a member of the Committee of Board Chairmen. The chairman must also carry other multifarious responsibilities such as liaison with the press, attendance at many education functions, communications with the Municipal Council and service on numerous committees. Meeting all of these commitments means that, during his term of office, the chairman of an Area Board should be spending approximately 40 hours per week on school board business.

321 Under the proposed plan of reorganization, the Commission sees no reduction in the time required by the Area Board chairman in fulfilling these multiple roles. The demands are such that it has become almost impossible for a person to remain in full-time employment at his own job and also to carry out properly the responsibilities inherent in the chairmanship. The heavy requirements of the role exclude some trustees from accepting the chair.

322 It is the belief of the Commission that the chairman of an Area Board should be able to arrange a reduced work load at his place of employment in order to devote nearly full-time to his school board responsibilities. The Commission sees

the same circumstances applying to the role of the chairman of the Metropolitan Toronto School Board.

Scale of Honoraria

323 The Commissioners believe that the increasing responsibilities and work load required of trustees and chairmen should be recognized monetarily in order that no person be excluded from offering himself as a candidate. In tabling *The Consolidated Education Act*, Bill 225, the Minister stated that he was seeking reactions to the proposals contained therein. The Commissioners are of the opinion that the scale of honoraria proposed for trustees does not take into account sufficiently the increased time demands nor the financial outlay occasioned by being a trustee. We believe that the varying degrees of responsibility and work load should be recognized by a differentiated scale of honoraria.

324 The Commission recommends that

R28 A differentiated scale of honoraria for Area Board trustees in Metropolitan Toronto be established, as set out below.

<u>Area Board Student Enrolment</u>	<u>Maximum Honorarium Per Month</u>
5,000 - 14,999	\$300.
15,000 - 29,999	\$400.
30,000 - 49,999	\$500.
50,000 or more	\$600.

325 The Commission recommends that

R29 The honorarium for a Metropolitan Toronto School Board trustee be 50 per cent of the maximum honorarium allowable under the proposed scale for an Area Board trustee.

Example:

A trustee for an Area Board with a student enrolment of

40,000, who also served as a trustee on the Metro Board, would receive \$800. per month (\$500. + \$300.).

326 The Commission recommends that

R30 *The honorarium for an Area Board chairman be 50 per cent more than his actual honorarium as an Area Board trustee.*

Example:

A trustee for an Area Board with a student enrolment of 40,000, who also served as chairman of his Area Board, would receive \$750. per month (\$500. + \$250.). In addition, as a member of the M.T.S.B., he would receive \$300. His total honorarium would be \$1,050. per month (\$500. + \$250. + \$300.).

327 The Commission recommends that

R31 *The chairman of the Metropolitan Toronto School Board receive an honorarium equivalent to 50 per cent of the maximum honorarium permitted an Area Board trustee.*

Example:

A trustee for an Area Board with a student enrolment of 40,000, who also served as chairman of the Metropolitan Toronto School Board, would receive \$1,100. per month (\$500. + \$300. + \$300.).

328 The Commissioners believe that it is not physically possible for one person to fill adequately at the same time the four roles of Area Board trustee, Area Board chairman, Metro Board trustee, and chairman of the Metropolitan Toronto School Board. The following recommendations may appear discriminatory, but the Commissioners do feel that no financial incentive should be allowed that would encourage the practice of having an Area Board chairman also assume the responsibilities of chairman of the Metropolitan Toronto School Board.

329 The Commission recommends that

R32 In the event that the chairman of the Metropolitan Toronto School Board is also chairman of an Area Board, he be entitled to only one honorarium as a chairman.

330 The Commission recommends that

R33 Honoraria for school trustees in Metropolitan Toronto be reviewed every two years in order to keep abreast of inflationary trends in the economy.

331 The Commission recommends that

R34 The definition of supplementary expenditure in the regulation General Legislative Grants be amended to include trustee honoraria.

Part-time or Full-time?

332 Many briefs to the Commission reaffirmed the belief that the strength of trusteeship in a democratic society lies in the trustee being a layman first and an educationist second. He is strongest when he stands with a foot in each camp, a part-time rather than a full-time trustee.

333 Notwithstanding the pressures of time and workload, the concept of the full-time trustee can be an abrogation of the historic principle of lay control of public education. Creating a situation in which a citizen, once elected, could become a career trustee desperate for re-election is an approach fraught with hazards. Any expectation that a trustee should devote full-time to the office would exclude many people from standing for election. Every effort should be made to increase the pool of citizens who can and will offer themselves as candidates.

334 The Commission recommends that

R35 *The role of school trustee continue to be considered as part-time.*

Term of Office

335 In keeping with the principle of greater trustee accountability, the Commission can find no evidence that a longer or shorter term of office than the present two years would enhance this principle. The two-year term of office guarantees to the public a stronger measure of control and accountability than is possible under a three-year term. It enables the electorate to register its approbation or rejection of a trustee on the basis of a realistic time period in which to gauge performance. The longer the term of office, the greater the possibility of laxity on the part of some trustees. A one-year term of office would create the probability of uninformed and ineffective trusteeship.

336 The Commission recommends that

R36 *The present two-year term of office for trustees be maintained.*

Cost of Election for Trustees

337 Since it is desirable to encourage candidates for the position of school trustee to be drawn from the broadest possible cross-section of the community, the financial burden of election campaigns must be eased.

338 There was a time ten years ago when a candidate could conduct a campaign by having family and a handful of supporters distribute some pamphlets, by calling on some friends and by appearing at the all-candidates meetings at the local school. (At these meetings, he would be given two minutes to speak near the end of the evening, after the mayoralty and alder-

manic candidates.)

- 339 The scope and cost of election campaigns for all offices have grown to awesome proportions. Trustees are no exception. The cost of campaigning is keeping some prospective candidates from offering themselves.
- 340 While both the Federal and Provincial governments have studied and discussed the possibility of public subsidization of candidates, nothing has yet been done. The Commission believes that a candidate for the position of school trustee should receive a subsidy based on the number of voters in his ward. A realistic sum for the office of trustee would be four cents per voter. The sum generated in this manner would not meet all of a candidate's expenses, but it would give him the financial resource to print one piece of literature for distribution to his constituents. The modest sum for each candidate would be provided by the local board of education. The Commission believes that these funds should be eligible for provincial grants. To eliminate the frivolous candidate, a reasonable bond should be required which would only be refunded if a candidate polled more than 10 per cent of the votes cast in his constituency.
- 341 The total cost would not be great, but it would help considerably to open wide the doors to political candidates who could not otherwise afford to run.
- 342 The Commission recommends that
- R37 A candidate for the office of school trustee be granted a sum of money, not to exceed four cents per eligible voter in his ward, for the purpose of conducting an election campaign.
- 343 The Commission recommends that
- R38 A candidate for the office of school trustee be required to post a bond of \$100.00 refundable only in the event that he polls more than 10 per cent of the total vote cast in his constituency for the office that he seeks.

344 The Commission recommends that
R39 A candidate be required to file with the chief electoral officer a statement of all receipts and expenditures attributable to his election campaign, within 90 days following the election.

345 The Commission recommends that
R40 The funds allocated by a local school board for the purpose of financially assisting candidates for the position of school trustee be eligible for provincial grants.

New Trustees

346 It has been unfortunate that December elections cause new trustees to be thrust into board business at the worst possible time of the year. They are confronted immediately with the capital and current estimates and parachuted into the annual budget and staff negotiation struggles with no preparation and often little related background.

347 The issues to which trustees must address themselves are becoming increasingly complex and time at board meetings must be productively spent on matters at hand. Questions from new trustees, unfamiliar with terminology and with procedures, can slow down the decision-making process and take up valuable agenda time.

348 While there is admittedly no short cut to experience, the Commission believes that every board should conduct an orientation program of sufficient length and depth to familiarize new trustees with the duties and responsibilities of a trustee, the functions of the administration, and the procedures of the board.

349 Educational decisions are too important to be left to the hope and chance that the trustee will "pick it up as he goes along".

350 The Commission recommends that

R41 . An orientation program for new trustees
be instituted by each board.

CHAPTER V

FUTURE POLITICAL STRUCTURE OF THE METROPOLITAN TORONTO SCHOOL BOARD

- 351 When the best means of determining representation on the Metropolitan Toronto School Board is considered, two methods are usually proposed. One method favours the direct election of members each representing a Metro ward. The other, the present method, favours indirect election of members who must first be elected from a local ward to the Area Board.
- 352 Among the 42 briefs to the Commission from community groups, teacher associations, social agencies, parent organizations, school boards and individual citizens, no recommendation for direct election of trustees to the M.T.S.B. was made. Briefs and hearings stressed repeatedly that decision-making in urban education must be made more understandable to the electorate and take place close to the point of action. Citizens emphasized that local autonomy can be best ensured and the varying needs of local communities best presented through representation on the M.T.S.B. by trustees who also serve on their Area Boards.
- 353 A directly elected Metropolitan Council is conceivable because there is a clearly defined division of powers between the two tiers of municipal government, and the Metro Council has no control over the affairs and finances of area municipalities. The situation of the school boards is distinctly different. If some new method of electing Metro councillors should emerge from the proposed municipal study to be undertaken by the combined Metro-Provincial Commission for Review of the System of Local Government in Metropolitan Toronto,

the Commission believes that it should not be applied automatically to the Metropolitan Toronto School Board. The approach of automatically applying an identical practice to the Metropolitan Toronto School Board and the Municipal Council is invalid.

- 354 Education is a particularly human service affecting families and their children through their local schools. The pervasive pressure for more community involvement in educational affairs and for the use of families of schools as smaller administrative groupings is mocked by the impersonality and remoteness inherent in direct election of 20 trustees to serve a metropolis of almost 2.5 million people.
- 355 On a Metropolitan Toronto School Board of 20 directly-elected trustees from 20 Metro wards, each would be expected to represent in excess of 100,000 people. This would mean that in the City of Toronto one trustee would have to represent an area the size of two of the larger wards. Such an approach to so people-oriented a service as education would make it nearly impossible to attract to office individuals who could make themselves known to the electorate, let alone be sensitive to local concerns and held accountable for policies and programs.
- 356 A Metropolitan Toronto School Board composed of trustees directly elected with little perception of local needs and wishes would inevitably result in a series of confrontations. Two distinct power groups would be created - Metro trustees versus Area Board trustees - each guarding jealously what it believed to be its responsibilities and powers. A Metro Board so far removed from the day-to-day life of the local schools could not hope to be sensitive to and knowledgeable about the affairs and problems of the Area Boards.
- 357 The great strength of the Metro system of educational governance has come from the fact that the Metropolitan Toronto School Board has not been a body separate from the Area Boards, but rather is comprised of, and controlled by, Area Board trustees who bring to the Metro arena a strong sense of local

experience. This dual role enables trustees to establish a Metro perspective without abandoning completely their local identity. Admittedly, it is a tightrope, but most trustees have managed to walk it.

- 358 Despite popular misconceptions, the Metropolitan Toronto School Board is not a super-board nor is it a superimposed board, but is in fact an integral part of local school government. The Metro Board provides a unique political forum and educational focal point to which locally elected trustees come to share and solve problems, to debate and to establish policies on matters of Metro-wide concern. The ability to adopt an arm's length approach and a Metro overview results from the realization by Metro trustees that the needs and actions of one board affect all of the others.
- 359 In the view of the Commission, the combination of awareness of the varying needs of all Area Boards, the pooling of experience, expertise and insight, and the direct accountability of each M.T.S.B. trustee to his own board and thus to his constituents could not be ensured as effectively if representatives were elected directly to the M.T.S.B. The Commission subscribes to the principle that where something has worked well, it should be changed only when there is strong indication that an alternate system would work better. The Commission sees any departure from the present method of determining representation on the M.T.S.B. as holding no promise of being more effective and every possibility of being less effective.
- 360 The Commission recommends that
- R42 *The Metropolitan Toronto School Board continue to be composed of trustees who are members of Area Boards or representatives of the Metropolitan Toronto Separate School Board.*
- R43 *The chairman of an Area Board must be one of its representatives to the Metropolitan Toronto School Board.*

Composition of the Metropolitan Toronto School Board

- 361 The Commission espouses the fundamental principle of representation by population and points out that if other recommendations are adopted whereby boards are more closely aligned in size, the result will be a better balanced representation by Area Boards on the M.T.S.B.
- 362 The accompanying Table illustrates the present representation of Area Board trustees on the M.T.S.B. It shows how a new alignment of board boundaries, as example Plan F illustrates in Chapter III, would alleviate the imbalance in the number of trustees from each Area Board on the M.T.S.B.

TABLE 16. TRUSTEE REPRESENTATION ON THE METROPOLITAN TORONTO SCHOOL BOARD

BOARD	(1) PRESENT REPRESENTATION PLAN A	(2) NUMBER OF TRUSTEES PLAN E	(3) NUMBER OF TRUSTEES PLAN F	(4) NUMBER OF TRUSTEES PLAN G
East York	1	3	3	-
Etobicoke	2	3	3	3
North York	4	4	4	EAST 3 WEST 2
Scarborough	3	2	3	3
Toronto	6	7	5	EAST 4 WEST 6
York	<u>1</u>	<u>2</u>	<u>3</u>	<u>-</u>
TOTAL	17	21	21	21
Range (High minus Low)	5	5	2	4

Note: 1. Columns (2), (3), (4) based on ratio of one trustee per 100,000 population or major fraction thereof using 1971 Census data.

2. Figures do not include Separate School Trustees.

- 363 Even if the recommendations concerning the realignment of board boundaries and the adjustments in size of existing boards are not adopted, the Commission still believes that the principle of representation by population should prevail, despite the fact that disparate representation on the M.T.S.B. might continue.
- 364 One might have anticipated that the uneven representation on the M.T.S.B. would have produced power-bloc voting. In fact, current studies of the Metro Board have found little evidence of boards banding together recently to push through selfish matters. When bloc voting has occurred, it has usually cut across board lines and been based upon shared philosophical beliefs among trustees.
- 365 Since the dangers inherent in disparate representation at Metro have not seemed to materialize, the matter has not been viewed as a serious problem requiring a solution. The Commission did consider the possibility of equal representation from each Area Board and its ramifications, a change which would have resulted in a smaller Metro Board. The idea was rejected on the grounds that the principle of representation by population is sound and is deeply engrained in the political life of Ontario.
- 366 The Commission recommends that
- R44 *The composition of the Metropolitan Toronto School Board continue to be based as nearly as possible upon representation by population.*
- R45 *An Area Board have one representative on the Metropolitan Toronto School Board per 100,000 population or major fraction thereof.*

Term of Office

- 367 Attacks upon the Metropolitan Toronto School Board have been

common over the past 20 years. Usually these attacks have been loudest from those trustees who have never served on the Metro Board. It has been interesting to observe, and to have confirmed by current research¹ and by trustees appearing before the Commission, that the strongest opponents of Metro have, once elected to the Metro Board, become strong advocates of the Metro system within a year. Trustees described to the Commissioners how their experience on the Metro Board broadened their understanding and appreciation of Metro-wide educational issues, enabled them to share and learn from other trustees, and convinced them of the value of the two-tier system.

368 Based on the evidence presented to it, the Commission affirms the importance of extending to as many trustees as possible the opportunity to serve on the Metropolitan Toronto School Board.

369 We concede that a two-year term of office as a Metro trustee has advantages. It does permit a trustee to become more experienced in Metro matters, to formulate policies and to be around long enough to see their implementation. However, we believe that these advantages are outweighed by the need for the broader appreciation of the two-tier system by all trustees which can only result from service on the Metro Board.

370 We believe that the possibility should exist for a board to change its representatives to Metro annually. This would not preclude a board from re-electing a trustee to the M.T.S.B. for consecutive terms.

371 The Commission recommends that

R46 *Representatives from the Area Boards to the Metropolitan Toronto School Board be elected annually.*

¹The Study of Educational Governance in Metropolitan Toronto, a research project funded by the Ontario Institute for Studies in Education and directed by Dr. T. R. Williams.

Designated Trustee Alternates

- 372 In the past there have been a number of occasions upon which the M.T.S.B. has not been at full strength when matters of major importance were before it. The fact that each Area Board has not been fully represented at all times has created unbalanced debates and votes. The Commission believes that if the principle of representation by population is desirable for the operation of the M.T.S.B., then a way must be found to ensure that balanced representation is guaranteed. In the opinion of the Commission, this principle can be best ensured by a system of designated trustee alternates to the M.T.S.B.
- 373 Under this proposed system, an Area Board would designate its alternates annually at the same time as it elects its regular representatives to the M.T.S.B. Alternates would attend committee and board meetings at the Metro Board as observers, thereby gaining first-hand knowledge of the process and a grasp of the issues.
- 374 Alternates would serve under the following conditions:
- . boards would not be permitted to designate more than two Alternates;
 - . Alternates would be elected annually by the Area Board and receive no additional remuneration;
 - . Alternates would not take part in debates nor vote when the regular representatives from their Area Board are present;
 - . in the absence of a regular representative, the Alternate designated by his Area Board chairman would have the full status and privileges of any member of the M.T.S.B.;
 - . in the absence of direction from the Area Board chairman, the chairman of the M.T.S.B. would make the appointment of the Alternate for that meeting;
 - . Alternates would receive the minutes, agenda and other materials sent to a regular M.T.S.B. trustee.

375 The Commission recommends that

R47 *A system of designated alternate trustees on the Metropolitan Toronto School Board be instituted.*

Advisory Committee

376 In the opinion of the Commission, the Metro educational system could not have operated as effectively as it has without the contribution of the Committee of Board Chairmen and the Advisory Council of Directors. Their careful consideration of business referred to them by the M.T.S.B. has been characterized by a high degree of cooperation and understanding of the Metro educational scene.

377 It is significant that this loose-knit cooperative arrangement has functioned so admirably even though neither committee was mandated in Bill 81. Since these committees have worked so well to date, the Commission sees no need to formalize their function in legislation.

378 The Commission recommends that

R48 *The Committee of Board Chairmen and the Advisory Council of Directors continue to function without formal mandate.*

CHAPTER VI

PROVINCIAL COST CONTROL IN ELEMENTARY AND SECONDARY EDUCATION

379 The Commission is of the opinion that some form of provincial cost control of education is justified in a period when costs in other sectors of the provincial economy are also being controlled. We realize controls could have taken different forms and wish to make our comments on some of the alternatives. The major methods of cost control now in use or frequently suggested are the following:

- (A) Direct control by ratepayers by a vote on each year's budget or budget increase,
- (B) Control by municipal councils over school-board budgets,
- (C) A provincial budget-review board or boards with power to alter proposed budgets,
- (D) A mill-rate limitation on local expenditures for education,
- (E) Trend line cost control method,
- (F) Provincially negotiated or mandated salary schedules and staff allocation ratios,
- (G) Provincially determined ceilings on expenditure per weighted pupil.

Let us examine briefly the strengths and weaknesses of each of these possible controls.

(A) Direct Control by Ratepayers

380 Direct control by ratepayers, a method widely used in many parts of the United States, has never been used in Ontario. It places greatest emphasis on local autonomy and least on equity as between boards. Coupled with a grant plan like Ontario's but without any ceilings, it could still place all

boards on an equal footing financially. Any two boards regardless of tax-paying ability would be able to spend the same number of dollars per weighted pupil at the same mill rate on equalized assessment. But the level of expenditure would be determined locally by direct vote of the electors and could be expected to vary quite widely. Coupled to Ontario's percentage equalizing grant plan, this method would tend to stimulate boards' spending since the Province would pay grants on total ordinary expenditures. Such a plan would not serve either of the provincial aims: controlling total expenditure or providing greater equality in expenditure levels.

- 381 A variation would be to allow voter control of expenditures above per-pupil expenditures recognized for grant purposes. This approach would restore a large measure of local autonomy, but it would still result in significant variations in expenditure per pupil since wealthier boards would be able to exceed the grant ceiling much more easily than would the poorer boards. Equalized assessment per weighted pupil varies in the elementary panel from board to board in Ontario by as much as 10 to 1. In the Commission's view, this method of financial control would be a retrograde step.

(B) Control by Municipal Councils

- 382 Control by municipal councils suffers from the same disadvantages as voter control. It would result in different levels of expenditure per pupil according to local preferences and would not provide the Province with a predictable control over total expenditures. Municipal control without municipal responsibility would seem to us to be undesirable. There is no justification for one municipally elected body to be subservient to another. In any event, except in Metropolitan Toronto and the new regional and district municipalities, there is no single municipal authority to which budgets could be submitted. The existence of separate schools in Ontario is also a complicating factor. Would a separate school board tolerate having its budget pared by a municipal council dominated by public

school supporters or vice versa? The Commission rejects this method of cost control.

(C) Provincial Budget Review

383 The Province experimented with budget review as a method of expenditure control in the early years of the Colleges of Applied Arts and Technology. The College budgets were submitted to an agency of the Province which had power to approve or alter the budgets. Commencing in 1971, the Province moved to a formula financing method of control.

384 The budget review principle has the merit that it can provide for special cases such as that of Metropolitan Toronto more easily than can a formula. This method leaves itself open to the charge of political favoritism and pressure. It is also too time-consuming and cumbersome. If regional budget review boards were set up, there would be the suspicion that different standards were being applied in different regions.

385 The Commission sees this method of cost control as better than either A or B above but believes it to be inferior to some other methods as a form of general control. Aspects of the budget-review principle could, however, be used to ameliorate special situations where it can be demonstrated that a formula does not adequately measure the expenditure need, as in special education.

(D) Mill-Rate Limitations

386 Many jurisdictions in the United States have statutory limitations placed on the mill rate that can be levied on property to support education. Some have two maximum mill rates; the higher cannot be breached, but the lower can be exceeded by a vote of the ratepayers. This method of cost control is probably the least satisfactory of all for controlling total expenditures, since it makes no allowance for increasing enrolments, special needs, or extensions of programs. The Commis-

sion does not see this approach as a satisfactory way of limiting total school expenditures, although it may be useful in controlling expenditures in specific areas, such as capital expenditures from current revenue.

(E) Trend Line Cost Control

387 Mr. R. Thorman, Comptroller of Finance for the Metropolitan Toronto School Board, has proposed a method of control that he calls Trend Line Cost Control (N6). It involves that highly desirable but often elusive concept: long-range planning. The method would have both the Province and the school boards develop programs for a multi-year period: five to ten years for the Province and three to five years for the boards. Only when the projected expenditures of the school boards in total exceeded those projected by the Province in the education sector would there be a need for Provincial controls.

388 This seems like an eminently satisfactory suggestion. Where it falls short is that it fails to state how the Province will control spending when the necessity arises. This is the problem to which we have addressed ourselves in this Chapter.

389 The Trend Line Cost Control Method seems to the Commission to be neutral with respect to such matters as equality of educational services, differential educational needs and local autonomy. The Commission believes that the temper of the times dictates that the Province not be neutral in these critical areas of concern.

(F) Provincial Salary Scales and Staff Allocation Formulae

390 Since 65 to 70 per cent of school board operating expenditures are accounted for by instructional salaries and fringe benefits, the easiest way technically to control expenditures and obtain a high degree of equity among boards would be for the Province to negotiate with the teachers' organizations a province-wide

salary scale which would be binding on all boards. This would be coupled with a provincial formula for the allocation of all instructional staff including classroom teachers, principals, vice-principals, department heads, consultants, supervisors, superintendents and all other instructional personnel.

- 391 The advantages of such a plan from the standpoint of equity and cost control are obvious. Salary differentials could be built in to take into account serious differences in cost of living, isolation, and other factors which make teaching in one area less attractive than in another. Refinements could be introduced into the staff allocation formula to take account of small schools, special schools, special-education classes, inner-city schools, schools with home language problems, and other conditions now existing or arising in the future which would necessitate variations from the normal class size.
- 392 The chief disadvantage of such a control mechanism would be its overt reduction of local autonomy. In order to justify adopting such a plan, already in use in Saskatchewan, Quebec, New Brunswick, Prince Edward Island and Newfoundland, the Province would have to abandon the principle of local autonomy and declare frankly that Ontario was to have a provincial school system with equity guaranteed to all at uniform tax rates.
- 393 Local boards would continue to have the function of hiring, assigning and promoting staff (with no penalty attached to hiring staff with higher qualifications and no fiscal advantage to hiring staff with lower qualifications or experience), providing for community use of schools and determining curriculum within provincial guidelines.
- 394 The Commission finds this method of control to be the only serious contender to that now being used. Technically, this method is probably the best, but it has so far proven unacceptable in Ontario to the trustees and to most teachers. It also runs counter to the Province's espoused belief in local autonomy.

(G) Provincially Determined Ceilings Per Weighted Pupil

- 395 Provincially determined ceilings per weighted pupil, the method currently being used in Ontario, relies on legally binding ceilings placed on ordinary operating expenditures per weighted pupil. The weighting factors presumably provide for built-in equity to the extent that equity requires different expenditure levels for pupils with different characteristics or in different environments. We shall look at the adequacy of the weighting factors later.
- 396 This method gives the Province real control over expenditure increases, the maximum amount of which for any given year it can calculate rather closely. Since provincially determined ceilings per weighted pupil have resulted in a greater degree of equalization in educational services across the province, it thus achieves the Province's two chief objectives.
- 397 The major questions concerning the ceilings are whether or not they are realistic and whether the annual increases in the ceilings are sufficient to offset inflationary pressures. The problem is a complicated one because of the great variations that existed in expenditure per pupil across the province at the time the ceilings were first applied in 1971.
- 398 Most boards in the province were spending at well below the ceilings instituted for 1971, but some, including Metro Toronto, were spending at well above the ceilings. Perhaps it was unrealistic to expect that a single ceiling per weighted pupil could be applied right across such a large and diversified province as Ontario in so short a time. The existing expenditure levels in 1971 reflected many years of local adjustment to different levels of tax-paying ability and different aspirations and expectations in the population served. One result of the imposition of ceilings, it seems to the Commission, has been a general increase in expenditure levels across the province as boards sought to approach the ceilings.

- 399 Another result has been the rather harrowing experience of higher spending boards previously above the ceilings trying to meet the new ceilings without seriously damaging services built up over a number of years. The Commission feels that, in Metro Toronto, any fat that existed in 1971 has now been trimmed from the budgets, and it sees signs that in some places muscle is being cut. It is difficult to consider learning materials, special education, psychological services, teacher aides and social workers in inner-city schools, professional development of teachers, and the outdoor education program, as fat in an urban educational budget.
- 400 The annual increases in the dollar amounts represented by ceilings have provided barely enough to cover the cost of price increases in goods and services used by the boards (Table A3, Table 6). They have provided no funds for improvements in school services in boards already at the ceiling. This is a serious matter when such boards have traditionally been the innovative leaders in adapting school programs to the changing needs of society. For many years the educational leadership given to the province by the boards of Metropolitan Toronto has been acknowledged. We have found lowered morale on the part of trustees, teachers, and administrators which can only lead to a diminution of effort on the part of all concerned.
- 401 The adequacy of the ceiling system of control of school expenditures is a matter of concern to many areas in the province. It is of crucial concern in Metro Toronto which has been under the gun since the limitations were first announced in the fall of 1970.
- 402 The ceilings have, however, had some salutary effects upon the school boards in Metro. They have had to pause after the dizzy expansionist years of the 60's, catch their breath, and face up to an agonizing reappraisal of program priorities and spending. The layering of programs which typified the past

decade has given way to a series of retrenchments.

- 403 A new mood of resistance among taxpayers has been reflected in government policies. If it is not monitored carefully, however, this mood could threaten the quality of education in Metro Toronto. The fat has now been rendered. The dangers of over-dieting must be guarded against just as zealously. Educational financial policies must now generate sufficient funds to keep the system fit and robust.
- 404 It is universally recognized that it costs more to provide adequate educational services in large urban areas than elsewhere, because the problems are so much greater. A modern society which wishes to preserve its greatness cannot allow its large cities to degenerate. This is a lesson which the United States is learning too late. To a great extent, the strength of Ontario depends on the social, cultural, and economic health of Metropolitan Toronto. We still have time.
- 405 The Commission urges the Government of Ontario not to allow educational services in Metropolitan Toronto and other large urban centres to deteriorate to the point where its large cities will no longer be desirable places in which to live and raise children.

CHAPTER VII

FINANCING THE PROPOSED SYSTEM OF EDUCATION FOR METROPOLITAN TORONTO

- 406 The problems that led to the striking of this Commission were chiefly financial. Had there been no imposition of ceilings by the Province on expenditure per pupil, the vast resources of Metropolitan Toronto would have been sufficient to provide the level of education desired by the Metro trustees. However, it is recognized that Metro Toronto with its rich assessment base cannot stand in isolation from the rest of the Province any more than Ontario can stand financially apart from the rest of Canada.
- 407 As has been mentioned in earlier chapters, a major concern of the Metro Area Boards since 1967, and hence of the Metro Board, has been equity. This is understandable when it is realized that all Metro ratepayers have been paying the same mill rate for education since January 1967. In such a situation, it is hard to justify a higher level of service in one part of Metro than in another. It was this realization, for instance, that led to the negotiation of a uniform salary schedule for all teachers in Metro Toronto.

What is Equity?

- 408 Equity has many faces. It can be looked at in terms of dollars spent per pupil or in terms of level and extent of services provided. Total dollars spent per pupil and dollars per pupil

spent on ordinary¹ expenditures are often meaningless or misleading statistics.

- 409 If 30 per cent of the students in one jurisdiction require transportation to and from school while only ten per cent require it in another jurisdiction, then obviously the total cost per pupil in the first area will be greater than in the second if all other expenditures are the same; but the quality of education will not be affected. Indeed, the equity principle requires that all pupils requiring transportation get it regardless of the unit cost. Thus equity could be achieved only by spending different total amounts per pupil.
- 410 Similarly, in the case of ordinary expenditures, there is no guarantee of equity in equal expenditure amounts per pupil, though this measure would be more acceptable than one based on total expenditures per pupil. If one jurisdiction is predominantly suburban (with all that that word connotes) while another is predominantly inner city with problems of low-income families, poor housing, non-English-speaking homes, broken families, and high population mobility, then equity cannot be achieved by spending equal dollars per pupil in the two situations. In the case of inner-city programs, class size should be smaller, there should be withdrawal teachers to cope with the language problem, and more resource teachers, social workers and special-education teachers. Thus to achieve equity, the inner-city area should be spending more per pupil than the suburban area.
- 411 Quite apart from the differences in the student body to be educated that require different levels of expenditure per pupil, there are differences in the per-pupil costs attributable to the personnel engaged in the educative process. In Ontario,

¹ Ordinary expenditures are all operating expenditures with the exception of those for debt charges, capital items and transportation of pupils. A board may, with the approval of the Minister, classify certain other expenditures such as community use of schools as supplementary expenditure and thus remove them from ordinary expenditure.

teachers' salaries are based on qualifications and years of experience. If two boards with the same socio-economic status (SES) have differences in average experience and qualifications of teachers, they will have either corresponding differences in cost per pupil for the same level of service, or different levels of service at the same cost per pupil.

412 Table 17 is based on four theoretical boards, each with the same number of students but with the three variables of pupil-teacher ratio (PTR), average teacher experience and per cent of degree teachers differentially distributed.

TABLE 17. ILLUSTRATION OF EFFECT OF VARIATIONS IN PTR, EXPERIENCE AND QUALIFICATIONS IN FOUR EQUAL-SIZE BOARDS (ELEMENTARY)				
	BOARD A	BOARD B	BOARD C	BOARD D
SES ^a	High	Low	High	Low
Pupils	1,000	1,000	1,000	1,000
PTR ^b	25	20	25	20
Ave. Teacher Exper.	4 yrs.	6 yrs.	6 yrs.	4 yrs.
Teachers	40	50	40	50
% Teachers with Degrees	20	40	40	20
Base Salary @ \$6,000.	240,000	300,000	240,000	300,000
Experience @ \$300. per annum	48,000	90,000	72,000	60,000
Degree Differential @ \$2,000. per annum	16,000	40,000	32,000	20,000
Total Salaries	304,000	430,000	344,000	380,000
Salary Expenditure per pupil	\$304	\$430	\$344	\$380

^a Socio-economic status

^b Pupil-teacher ratio

413 Boards A and C are high in SES; that is, problems of ethnicity, poverty, broken homes, transiency, etc., are low. Boards B and D are low in SES; that is, problems of ethnicity, poverty,

broken homes, and transiency are high. Boards A and B represent the ideal situation as far as equity is concerned. The low SES board (Board B) has a lower PTR, and a higher percentage of experienced teachers and degree teachers. The result is that the salary cost per pupil is \$430. in Board B and \$304. in Board A.

414 Boards C and D represent the more usual situation, with the high SES board still having the higher PTR¹ but having teachers with more experience and a higher percentage of degree teachers. The low SES Board (D) still has a higher cost per pupil, but the difference is greatly reduced (from \$126. to \$36.).

415 The whole situation is complicated by another variable: static or declining versus expanding school population. A board with a relatively static or declining enrolment will tend to have a higher percentage of degree teachers and teachers with higher average experience, while the expanding board's average experience and qualifications of teachers will be constantly diluted as new staff fresh from college are hired. It may thus be seen that cost per pupil alone is not a very good measure of the degree of equity.

Achieving Equity in Ontario

416 The concept of equity involves the concept of relative educational need. If educational need is determined simply by counting heads, then cost per pupil is a valid measure of equity: if Board X has twice as many pupils as Board Y, it should be spending twice as many dollars on their education. But in Ontario for many years an attempt has been made to measure educational need differentially.

417 Since elementary schools are financed separately from secondary

¹Of course, in a really unsatisfactory situation, the low SES board would have the high PTR.

schools in Ontario, elementary and secondary students have always been counted separately in measuring educational need. Thus, for 1974, there are separate expenditure ceilings for the two types of students: \$704. per elementary student and \$1,231. per secondary student. But within the two panels, it is assumed that there are no significant differences in the proportion of students at the various grade levels, even though there may be differences in the average cost of educating a grade 9 student as opposed to a grade 13 student, or of a grade 4 student as opposed to a grade 8 student.

418 Real differences in educational need occur only when boards have cost-related problems that are disproportionately distributed among the boards of the province. It is these types of cost-related differences that the weighting factors attempt to recognize. These differences include such things as sparsity of population (resulting in smaller schools with higher unit costs), greater incidence of high-cost special-education programs, differences in socio-economic characteristics of the population (low income levels, ethnicity, transiency, unemployment, broken homes), age of school accommodation (higher unit costs for maintenance and operation of school plant), differences in the average cost of goods and services (e.g. in Northern Ontario), and variations in the cost of teachers attributable to different average levels of experience and qualifications.

419 The 1974 expenditure weighting factor for Metro Toronto public elementary school pupils is 1.257, whereas that for Hamilton is 1.181, and that for Huron County is 1.030. This means that, for purposes of the expenditure ceilings, each 1,000 elementary pupils is counted as 1,257 weighted pupils in Metro, as 1,181 weighted pupils in Hamilton and as 1,030 weighted pupils in Huron County. On each of these weighted pupils, up to \$704. may legally be spent by the three boards. Thus if all three spend at the maximum, \$884.93 per actual pupil will be spent in Metro, \$831.42 in Hamilton, and

\$725.12 in Huron County.

- 420 To the extent that the weighting factors measure real differences in expenditure need, these three different dollar amounts per pupil will represent equity as the term is used in this Report. In other words, each board will be spending \$704. per weighted pupil. It is clear, therefore, that the Ministry of Education determines the equity position among the various boards in the province. But not within Metro Toronto.

Achieving Equity in Metropolitan Toronto

- 421 While the Ministry determines the equity position of Metro as a whole vis-à-vis other Ontario school boards, it is the Metro School Board that determines the equity position among the six Area Boards. The mechanism for achieving equity is a series of Metro-generated formulae, the most important of which is the Instructional Staff Allocation Formula. There is general agreement among the boards that equity has been achieved in the allocation of instructional staff among the Area Boards, subject to some reservations with respect to the number of special-education staff. Therefore, any remaining differences in pupil-teacher ratios among the boards reflect real differences in educational need as measured by the staff-allocation formula approved by the Metro School Board.
- 422 Table 18 shows the Area Boards' staffing ratios¹ for combined elementary and secondary pupils for 1954, 1964, and 1973. We note that the really dramatic equalization in staffing-ratios among the Area Boards took place between 1954 and 1964. The range-spread dropped from 10.08 in 1954 to 4.59 in 1964. By 1973, it had risen slightly to 5.42. This rise was occasioned

¹The staffing ratio is the number of instructional staff per 1,000 pupils. It is a better measure than the pupil-teacher ratio to use when referring to board-wide statistics. It is less apt to be confused with class size.

chiefly by an increase in the staffing ratio for Toronto - an increase agreed upon in the staff-allocation formula to recognize the staffing needs of special education and inner-city schools. We note that York, the other board with a high degree of inner-city problems, had the second highest staffing ratio. The other four boards varied in 1973 by less than one teacher (.92) per 1,000 pupils.

423 The last column of Table 18 shows the average annual increase in the staffing ratios for the 19-year period from 1954 to 1973. Scarborough had the greatest average annual increase - 1.263 teachers per 1,000 pupils - chiefly because it had the lowest staffing ratio in 1954. Toronto (1.017) and York (.900) had the next highest average increases, reflecting the growth of recognition for inner-city schools and special education. North York had the lowest average increase (.711) because it had the highest staffing ratio in 1954.

TABLE 18. TEACHERS PER 1,000 PUPILS ENROLLED - AREA BOARDS
1954, 1964, 1973

BOARD	1954	1964	1973	INCREASE 1964- 1973	INCREASE 1954- 1973	AVERAGE ANNUAL INCREASE 1954-1973
East York	31.95	40.82	48.62	7.80	16.67	.877
Etobicoke	32.89	36.23	49.54	13.31	16.65	.876
North York	35.46	38.46	48.97	10.51	13.51	.711
Scarborough	25.38	38.17	49.38	11.21	24.00	1.263
Toronto	34.72	39.84	54.04	14.20	19.32	1.017
York	32.89	38.61	49.99	11.38	17.10	.900

Sources: Derived from N17
 M.T.S.B. Statistical Submission (S1)

Note: 1973 figures were calculated using number of
 teachers 'on grid' January 31, 1973, and the
 student enrolments as at October, 1972.
 Graph VI, p. 163, illustrates this Table.

- 424 Other formulae determine the allocation to the Area Boards of funds for: community use of schools; plant maintenance; plant operations; psychological and pupil welfare services; computer services; supplies, furniture, equipment and rentals; support services; night-schools; special courses; para-professionals; transportation; supervisory and responsibility allowances; fringe benefits; and permanent improvements. These formulae are developed by committees composed of officials from each of the Area Boards and the Metro Board, and submitted to the Metro Budget Formulae Review Committee. These formulae are subsequently reviewed by the Advisory Council of Directors, the finance officials of all boards, the Metro Finance Committee, the Area Boards, and finally approved by the Metro Board.
- 425 Equity as measured by the Metro formulae had not been fully achieved in 1973. To achieve equity in that year would have required that North York and Toronto together reduce their expenditures by a total of just under \$5,000,000 so that the other boards could increase their expenditures by the same amount. Table 19 shows the estimated adjustments and the increases or decreases per pupil that would have been required to achieve equity. The ordinary expenditure per pupil (OEP) actually achieved and the OEP at the equity position are also shown together with the percentage each board was above or below the equity position.
- 426 It may be seen from Table 19 that in terms of formula equity, the Area Boards were not too far apart in 1973. The two extremes were Toronto and Scarborough, with the former spending at 3.56 per cent above its equity position and the latter spending at 3.71 per cent below its equity position.
- 427 The most difficult part of achieving equity is the requirement that North York and Toronto reduce their per-pupil expenditures by cutting back on existing programs and eliminating the introduction of new programs at a time when they feel that they still have unmet educational

needs of their own. This highlights the bind placed on the Metro boards by the provincial ceilings. Without the ceilings, it would have been comparatively easy in theory for Metro to have levied the additional funds to bring the other four boards up to their equity positions in one year, while spreading the reductions needed in the North York and Toronto budgets over a number of years. Yet the record shows that this step was not taken in the years following the Goldenberg Report in 1967 and before the imposition of provincial ceilings in 1971. It took the ceilings to spur the development and application of the Metro budget allocation formulae in their present form.

TABLE 19. THE EQUITY POSITION OF METRO AREA BOARDS IN 1973, ELEMENTARY AND SECONDARY COMBINED

BOARD	ESTIMATED ADJUSTMENT TO ACHIEVE EQUITY ^a	ORDINARY EXPENDITURE PER PUPIL 1973 ^b	ADJUSTMENT PER PUPIL TO ACHIEVE EQUITY	EQUITY POSITION	PER CENT ABOVE OR BELOW EQUITY
E.Y.	+\$ 443,298	\$1,011.03	+\$33.08	\$1,044.11	-3.17
Et.	+ 1,498,188	974.51	+ 25.82	1,000.33	-2.59
N.Y.	- 1,037,242	980.73	- 10.42	970.31	+1.07
Scar.	+ 2,884,999	908.87	+ 34.93	943.80	-3.71
Tor.	- 3,869,693	1,114.48	- 38.34	1,076.14	+3.56
York	+ 81,799	1,022.75	+ 3.63	1,026.38	- .36

Sources: ^aJ7 ^bTable A6, D28

Determining Area Board Expenditure Levels

428 In the discussion leading to the recommendation in Chapter II that the powers of the Metropolitan Toronto School Board be modified, it was made clear that the preference was for a system in which the fiscal powers of the Metro Board over the ordinary expenditures of Area Boards be removed. Instead, it was suggested that Area Boards might have their expendi-

ture ceilings determined by the provincial weighting factors. In this chapter, we look at some of the fiscal implications of this suggestion.

- 429 The Commission realizes that it is impossible to reconstruct the past accurately on the basis of changing the ground rules that existed at an earlier date. Nevertheless, we believe that we should try to estimate the probable situation that would now exist had Area Board ceilings been determined by provincial weighting factors rather than by the Metro Board.
- 430 Much of what follows will be of a highly technical nature. However, it is essential for substantiating the recommendations that flow from it.
- 431 When weighting factors were first formally introduced into the legislative grant structure in 1969, they applied only to boards in Northern Ontario, in the four designated cities of Ottawa, Hamilton, London and Windsor, and in Metropolitan Toronto. The factors apparently were intended to recognize the higher average cost of goods and services in the North and the greater educational need usually associated with large urban centres. The latter was caused by such things as density of population, a higher rate of transiency, greater needs for special education and the problems associated with large concentrations of low-income housing and students whose mother tongue was neither English nor French.
- 432 It seemed to the Commissioners that, in the case of Metropolitan Toronto, these urban conditions were much more prevalent in the older municipalities of East York, Toronto and York than in the three suburban boroughs. The Commissioners assumed that most of the Metro weighting factors were generated by these three Boards. It was therefore decided to test this assumption by calculating weighting factors for 1973 for the six Area Boards using the Ministerial formulae and data (F5, F60). Table 20 indicates the result of this exercise.

TABLE 20. 1973 GRANT AND EXPENDITURE WEIGHTING FACTORS FOR AREA BOARDS AND METROPOLITAN TORONTO

	(1)			(2)			(3)			(4)			(5)			(6)			(7)			(8)			(9)			(10)			(11)		
	SPECIAL EDUCATION	MAN.	COMPENSATION: REVENUE	MAN.	TECHNICAL-OCCUPATIONAL	MAN.	AGE OF SCHOOL FACILITIES	MAN.	ADDITIONAL	MAN.	TOTAL WITH FUND APPLIED	TOTAL W.F. FOR GRANT	EDUCATIONAL ADAPTED	MAN.	PERCENTAGE OF FUND	PERCENTAGE OF FUND	PERCENTAGE OF FUND	PERCENTAGE OF FUND	PERCENTAGE OF FUND	PERCENTAGE OF FUND	PERCENTAGE OF FUND	PERCENTAGE OF FUND	PERCENTAGE OF FUND	PERCENTAGE OF FUND	PERCENTAGE OF FUND	PERCENTAGE OF FUND	PERCENTAGE OF FUND	PERCENTAGE OF FUND	PERCENTAGE OF FUND				
ELEMENTARY																																	
East York	.013	.030	0	.040			.014	.020	.009	.020	.053	.054	.047	.040	.140	.100	.193																
Ethiopia	.019	.030		.040			0	.020	.009	.020	.053	.054	.047	.040	.140	.100	.193																
North York	.014	.030		.040			0	.020	.009	.020	.053	.054	.047	.040	.140	.100	.193																
Scarborough		.030		.040			0	.020	.009	.020	.053	.054	.047	.040	.140	.100	.193																
Toronto	.055	.030	.070	.040			.028	.020	.015	.020	.110	.108	.052	.040	.200	.100	.250																
York	.011	.030	*.030 .070	.040			.024	.020	.018	.020	.074	.123	.050	.040	.180	.100	.220																
Metro	.024	.030	.040	.040			.005	.020	.016	.020	.085	.085	.040	.040	.100	.100	.225																
SECONDARY																																	
East York			0	.020	0	.020	.029	.020	.007	.020	.027	.036	.036	.040	.070	.050	.113																
Ethiopia			0	.020	0	.020	0	.020	.003	.020	.003	.003	.036	.040	.040	.050	.079																
North York			0	.020	0	.020	0	.020	0	.020	0	0	.026	.040	.050	.050	.076																
Scarborough				.020	.010	.020	0	.020	.003	.020	.003	.003	.026	.040	.050	.050	.076																
Toronto			.035	.020	.0068	.020	.044	.020	.004	.020	.068	.180	.022	.040	.100	.050	.139																
York			.015 .015	.020	0	.020	.027	.020	.008	.020	.043	.070	.003	.040	.050	.050	.161																
Metro			.020	.020	0	.020	.011	.020	.011	.020	.011	.054	.003	.040	.050	.050	.161																

Note: .. Weighting factors and components were calculated by Commission staff, PS, P60.

2. Weighting factors have been extended beyond maximum on a direct arithmetic basis.

*3. .030, York - Elementary - has internal formula maximum applied.

.070, York - Elementary - exclusive of internal maximum.

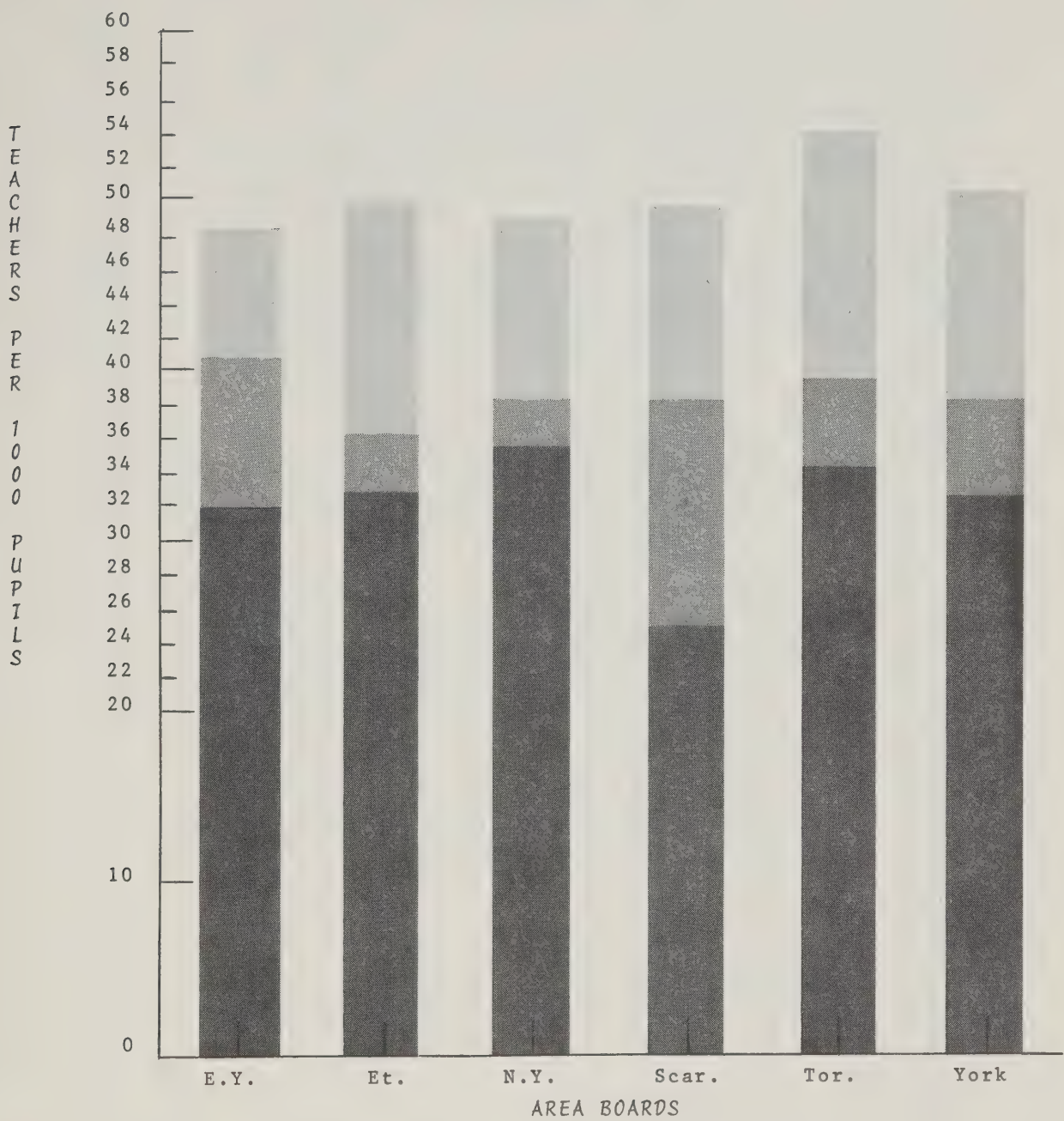
i.e. With no maximum, York would earn a factor of .070.

With both maximums applied, York would earn .030.

- 433 If there were to be individual factors, it was obvious that the maxima placed by the Ministry on separate components of the factors would have to be removed. When this was done, it was found that removing the maxima made no difference in the total elementary factors for Metro as a whole, but would have increased the secondary grant weighting factor from .051 to .062, and the secondary expenditure weighting factor from .121 to .132. It was in the calculation of the individual factors, however, that the removal of maxima was most significant.
- 434 As will be seen by examining Table 20, while the Metro elementary factor for special education (col. 1) was .024, for Toronto it would have been .055, while Scarborough would have received no factor. The compensatory factor (col. 2), which measured relative position on language spoken in the home, taxable income, and the number of welfare recipients, would have been confined to Toronto and York at .070 elementary and .035 secondary, as opposed to Metro-wide factors actually used of .040 and .020. While Metro received no secondary factor for technical and occupations teachers (col. 3), Scarborough and Toronto would have been entitled to .0013 and .0068 respectively. Similar differences may be observed by inspecting closely the other components of the weighting factors in Table 20.
- 435 The last column (col. 11) confirmed our assumption that East York, Toronto and York were the chief contributors to the Metro expenditure weighting factors. Note that these three Area Boards, particularly Toronto and York, would have had factors considerably in excess of the Metro factors, both elementary and secondary.
- 436 Because ceilings in 1973 did not depend entirely on 1973 weighting factors but took into consideration 1972 ceilings and expenditures, it was necessary to go back in time and reconstruct the situation that might have resulted had there been a differentiation in Area Board factors from 1970 on.

- 437 Since data were not available for determining individual factors in earlier years, the decision was made to provide factors for 1970, 1971 and 1972 which bore the same relationship to those for 1973 as the Metro-wide factors for those years bore to the Metro-wide factors for 1973.
- 438 The Metro-wide expenditure weighting factors for 1973 (col. 10) were .225 elementary and .121 secondary (Table 20). For 1972 they were .213 and .111 respectively, and for 1971 they were .200 and .04832 respectively. The first columns of Tables 21 and 22 show the pro-rated expenditure weighting factors for the Area Boards for 1971 and 1972 (with the addition of 1 so that they may be multiplied by the Ministry ceiling dollar amounts to arrive at the ceiling expenditure level per actual pupil).
- 439 In tracing the ceilings from 1971 to 1973, it was necessary also to take account of a special weighting for French-language instruction. This weighting results in what the Grant Regulation calls "increase in ADE for French-language instruction". This increase we have converted to a "French weighting factor". (Tables 21, 22 and 23 indicate these factors for 1971, 1972 and 1973 respectively.)
- 440 Prior to the introduction of expenditure ceilings for 1971, there had been ceilings on ordinary expenditure eligible for provincial grant and simple weighting factors applicable to those ceilings (referred to henceforth as the grant ceiling and grant weighting factors). Metro Toronto had grant weighting factors of 1.2 elementary and 1.1 secondary in 1970, but because the actual ceilings were held to a permitted maximum increase over 1969, we have used the apparent factors: 1.1999 elementary and 1.02666 secondary. When the expenditure ceilings were introduced in 1971, the Metro expenditure weighting factors were continued at 1.2 and 1.1. Again the Metro secondary grant ceiling was held; therefore the apparent factor of 1.04832 was used.

GRAPH VI. TEACHERS PER 1000 PUPILS ENROLLED - AREA BOARDS 1954, 1964, 1973.



Source: Table 18

- Key:
- Teachers per 1000 pupils in 1954
 - Increase 1954-1964
 - Increase 1964-1973
 - Increase 1954-1973

TABLE 21. COMPONENTS OF COMBINED WEIGHTING FACTORS OF AREA BOARDS FOR 1971

Board	EWF ^a		FRENCH WFF ^b		"LEEWAY" FACTOR ^c		COMBINED FACTOR ^d	
	(1) ELEM.	(2) SEC.	(3) ELEM.	(4) SEC.	(5) ELEM.	(6) SEC.	(7) ELEM.	(8) SEC.
East York	1.21422	1.05671	1.0180	1.0054	1.1722	1.0651	1.4489	1.1316
Etobicoke	1.14045	1.03155	1.0245	1.0056	1.0842	1.0528	1.2668	1.0921
North York	1.14222	1.03035	1.0131	1.0058	1.1554	1.0871	1.3370	1.1266
Scarborough	1.06756	1.02156	1.0135	1.0044	1.0361	1.0371	1.1210	1.0641
Toronto	1.40000	1.12060	1.0168	1.0040	1.1695	1.1099	1.6648	1.2487
York	1.31378	1.06429	1.0264	1.0038	1.0408	1.0749	1.4035	1.1484
Metro	1.20000	1.04832	1.0169	1.0048	1.1310	1.0878	1.3808	1.1461

^a EWF = Expenditure Weighting Factor. The decimal portions of Area Board factors bear the same relationship to those in Table 23 as the decimal portions of Metro factors bear to those in Table 23 (.88889 elementary and .39934 secondary).

^b Calculated by dividing increased ADE generated by 1971 course weighting factors (D34), by ADE and adding 1.

^c Calculated from columns 1 and 2 of Table 24 using the formula;
Leeway Factor = $1 + .67 (\text{col.2} - \text{col.1}) \div \text{col.1}$.

^d Expenditure weighting Factor (EWF) X French Weighting Factor X Leeway Factor = Combined Factor, except for Metro: in this case, the Combined Factor is the Factor needed to achieve Metro's actual ceiling.

TABLE 22. COMPONENTS OF COMBINED WEIGHTING FACTORS OF AREA BOARDS FOR 1972

BOARD	EWF ^a		FRENCH WFB		"LEEWAY" FACTOR ^c		COMBINED FACTOR ^d	
	(1) ELEM.	(2) SEC.	(3) ELEM.	(4) SEC.	(5) ELEM.	(6) SEC.	(7) ELEM.	(8) SEC.
East York	1.2281	1.1303	1.0220	1.0052	1.0857	1.0324	1.3627	1.1730
Etobicoke	1.1496	1.0725	1.0345	1.0052	1.0419	1.0263	1.2391	1.1064
North York	1.1515	1.0697	1.0168	1.0055	1.0773	1.0433	1.2614	1.1222
Scarborough	1.0719	1.0495	1.0171	1.0040	1.0180	1.0185	1.1099	1.0732
Toronto	1.4260	1.2770	1.0218	1.0036	1.0843	1.0547	1.5799	1.3517
York	1.3342	1.1477	1.0335	1.0036	1.0203	1.0373	1.4069	1.1948
Metro	1.2130	1.1110	1.0221	1.0047	1.0652	1.0437	1.3210	1.1652

^aThe decimal portions of Area Board factors bear the same relationship (.94667 elementary and .91736 secondary) to those in Table 23 as the decimal portions of Metro factors in this Table bear to those in Table 23.

^bCalculated using 1972 Grant Regulations and increased ADE for French language instruction reported by Metropolitan Toronto School Board, (D34).

^cCalculated from columns 1 and 2 of Table 24 using the formula;
Leeway Factor = $1 + \{(\text{col.2} - \text{col.1}) \div 3(\text{col.1})\}$.

^dExpenditure Weighting Factor (EWF) X French Weighting Factor X Leeway Factor = Combined Factor, except for Metro: in this case the Combined Factor is the Factor needed to achieve Metro's actual ceiling.

TABLE 23. COMPONENTS OF COMBINED WEIGHTING FACTORS OF AREA BOARDS FOR 1973

BOARD	EW ^a		FRENCH wF ^b		COMBINED FACTOR ^c	
	(1) ELEM.	(2) SEC.	(3) ELEM.	(4) SEC.	(5) ELEM.	(6) SEC.
East York	1.241	1.142	1.0217	1.0049	1.2679	1.1476
Etobicoke	1.158	1.079	1.0348	1.0049	1.1983	1.0843
North York	1.160	1.076	1.0165	1.0052	1.1791	1.0816
Scarborough	1.076	1.054	1.0170	1.0036	1.0943	1.0578
Toronto	1.450	1.302	1.0227	1.0035	1.4829	1.3066
York	1.353	1.161	1.0338	1.0036	1.3987	1.1652
Metro	1.225	1.121	1.0222	1.0041	1.2522	1.1256

^a Source: Table 20; Metro EWF have maxima applied, Area Board EWF do not.

^b Calculated by dividing the increase in ADE for French-language instruction (F58) by the ADE for 1973 and adding 1.

^c Expenditure Weighting Factor X French Weighting Factor.

- 441 But Metro, along with several other boards in the province, had been spending well above the grant ceilings in 1969 and 1970, financing the excess entirely from local taxation. Such boards were initially allowed three years to phase into the new ceilings. The formula permitted them to spend above their 1971 expenditure ceilings by 67 per cent of the percentage by which their 1970 expenditures exceeded their 1970 grant ceilings. In 1972, they were allowed to exceed their 1972 expenditure ceilings by one-third of that same percentage. These phase-in provisions we have converted to "leeway factors". (Tables 21 and 22 give the leeway factors for 1971 and 1972.)
- 442 Table 24 traces the Area Board and Metro ceilings and expenditures per pupil from 1970 to 1973. We had to start with 1970 in order to determine what the leeway factors for 1971 and 1972 would have been. Column 1 shows, separately for elementary schools and secondary schools, the grant ceiling per actual pupil of average daily enrolment (ADE) as it would have been in 1970 had the Area Boards had weighting factors proportional to those for 1973 found in Table 20.
- 443 Column 2 shows what each of the Area Boards actually spent per pupil in 1970. It will be noted that all boards spent above their calculated grant ceilings.
- 444 At this point, an explanation of the calculation of the leeway factors by the use of an actual example from Table 24 may be helpful. By subtracting the figure in column 1 from that in column 2, it may be seen that Toronto (elementary) spent \$177.03 per pupil in 1970 above its theoretical grant ceiling of \$699.90 per pupil. It thus exceeded its grant ceiling by 25.294 per cent. According to the Grant Regulation, Toronto would have been allowed to exceed its 1971 expenditure ceiling by 67 per cent of 25.294 per cent or 16.95 per cent. It will be seen from Table 21 (col. 5) that this has been converted to a leeway factor that would allow Toronto

to spend 116.95 per cent of its 1971 expenditure ceiling.

- 445 Column 3 of Table 24 gives the combined weighting factors for 1971 expenditure purposes. These are taken from Table 21 (cols. 7 and 8). When these are multiplied by the basic 1971 ceilings (\$545. elementary and \$1,060. secondary), they give the 1971 theoretical expenditure ceilings shown in column 4 of Table 24. Note that East York, Toronto and York are above the Metro average and the other three boards are below the Metro average in the elementary panel.
- 446 Column 5 shows the actual ordinary expenditure per pupil (OEP) in 1971. When this is compared with column 4, it may be seen that North York and Scarborough would have been the only elementary boards exceeding their ceilings in 1971, while no secondary board exceeded its ceiling.
- 447 Similar procedures established the figures in columns 6, 7 and 8. Comparing columns 8 and 7, it will be seen that North York and Scarborough were again the only elementary boards to exceed their 1972 theoretical ceilings, while Etobicoke, North York and Scarborough exceeded their theoretical secondary ceilings.
- 448 In 1973, there were two ways to determine expenditure ceilings: a calculated expenditure ceiling as shown in column 10 of Table 24, and a percentage increase (3 per cent elementary and 2 per cent secondary) over the lesser of the 1972 expenditure ceiling and the amount actually spent per pupil. This ceiling figure is shown in column 11. The greater of these ceilings was used, and this figure is shown in column 12.
- 449 It will be noted from a comparison of columns 10, 11 and 12 that while Metro as a whole used the 103 per cent and 102 per cent increases over 1972 for both elementary and secondary purposes, the calculated ceilings would have been higher for Scarborough and York elementary and for Toronto and York secondary.

TABLE 24. COMPARISON OF ORDINARY EXPENDITURE PER PUPIL OF AREA BOARDS UNDER METRO AND ACCORDING TO CEILINGS BASED ON INDIVIDUAL WEIGHTING FACTORS 1970 - 1973

ELEMENTARY															
BOARD	(1) 1970 GRANT CEILING ^a	(2) 1970 OEP	(3) 1971 COMBINED WEIGHTING FACTOR ^b	(4) 1971 EXPENDITURE CEILING ^c	(5) 1971 OEP	(6) 1972 COMBINED WEIGHTING FACTOR ^b	(7) 1972 EXPENDITURE CEILING ^c	(8) 1972 OEP	(9) 1973 COMBINED WEIGHTING FACTOR ^b	(10) 1973 CAL. CEILING ^d	(11) 103% OF (7) OR (8) ^e	(12) 1973 EXPENDITURE CEILING ^f	(13) 1973 OEP (BUDGET)	(14) 1973 OEP REDUCED ^g	(15) GAIN OR LOSS PER PUPIL UNDER METRO
East York	607.06	763.09	1.4489	789.65	763.48	1.3627	810.81	788.91	1.2679	798.78	812.58	812.58	843.00	824.49	+11.91
Etcobicoke	570.19	641.85	1.2668	690.41	687.65	1.2391	737.26	734.94	1.1983	756.93	756.99	756.99	781.30	764.14	+ 7.15
North York	571.08	703.56	1.3370	728.67	736.73	1.2614	750.53	783.68	1.1791	742.83	773.05	773.05	810.43	792.63	+19.58
Scarborough	533.76	562.53	1.1210	610.95	614.77	1.1099	660.39	671.51	1.0943	689.41	680.20	689.41	724.85	708.93	+19.52
Toronto	699.90	876.93	1.6648	907.32	892.59	1.5799	940.04	908.99	1.4829	934.23	936.26	936.26	952.61	931.69	- 4.57
York	656.81	696.79	1.4035	764.91	725.48	1.4069	805.53 ^k	764.57	1.3987	848.49 ^k	787.51	848.49	846.82	828.22	-20.27
Metro	599.95	717.26	1.3808	752.54	750.46	1.3210	786.00	786.00	1.2522	788.89	809.58	809.58	827.76	809.58	--
SECONDARY															
BOARD	(1) 1970 GRANT CEILING ^a	(2) 1970 OEP	(3) 1971 COMBINED WEIGHTING FACTOR ^b	(4) 1971 EXPENDITURE CEILING ^c	(5) 1971 OEP	(6) 1972 COMBINED WEIGHTING FACTOR ^b	(7) 1972 EXPENDITURE CEILING ^c	(8) 1972 OEP	(9) 1973 COMBINED WEIGHTING FACTOR ^b	(10) 1973 CAL. CEILING ^d	(11) 102% OF (7) OR (8) ^e	(12) 1973 EXPENDITURE CEILING ^f	(13) 1973 OEP (BUDGET)	(14) 1973 OEP REDUCED ^g	(15) GAIN OR LOSS PER PUPIL UNDER METRO
East York	1,031.29	1,131.47	1.1316	1,199.50	1,193.02	1.1730	1,290.30	1,282.11	1.1476	1,296.79	1,307.75	1,307.75	1,381.45	1,364.02	+56.27
Etcobicoke	1,017.41	1,097.60	1.0921	1,157.63	1,154.79	1.1064	1,217.04	1,242.38	1.0843	1,225.26	1,241.38	1,241.38	1,291.84	1,275.54	+34.16
North York	1,016.75	1,148.89	1.1266	1,194.20	1,170.58	1.1222	1,234.42	1,264.20	1.0816	1,222.21	1,259.11	1,259.11	1,296.73	1,280.37	+21.26
Scarborough	1,011.90	1,067.91	1.0641	1,127.95	1,117.61	1.0732	1,180.52	1,194.25	1.0578	1,195.31	1,204.13	1,204.13	1,261.05	1,245.14	+41.01
Toronto	1,066.54	1,241.53	1.2487	1,323.62	1,314.70	1.3517	1,410.48 ^h	1,360.69	1.3066	1,458.65 ⁱ	1,387.90	1,458.69	1,400.67	1,382.99	-75.70
York	1,035.47	1,151.19	1.1484	1,217.30	1,199.55	1.1948	1,286.63 ^j	1,277.10	1.1652	1,316.68	1,302.64	1,316.68	1,347.17	1,330.17	+13.49
Metro	1,026.66	1,161.19	1.1461	1,214.87	1,207.66	1.1652	1,281.75	1,281.75	1.1256	1,271.93	1,307.39	1,307.39	1,324.10	1,307.39	--

^a \$500 elementary and 1,000 secondary multiplied by apparent grant weighting factors proportional to the 1973 RWP's, see text para. 440.

^b See Table 21 for composition of these factors.

^c \$545 elementary and \$1,060 secondary multiplied by Col. (3).

^d See Table 22 for composition of these factors.

^e \$595 elementary and \$1,100 secondary multiplied by Col. (6).

^f See Table 23 for composition of these factors.

^g Calculated ceiling equals \$630 elementary and \$1,130 secondary multiplied by Col. (9).

^h 103% elementary and 102% secondary of the lesser of Columns (7) and (8).

ⁱ The greater of Columns (10) and (11).

^j Column (13) multiplied by the proportion Metro's Column (12) is of its Column (13).

^k Ceiling held by \$60 per weighted pupil limitation.

^l Ceilings held by \$75 per weighted pupil limitation.

450 Column 13 shows the 1973 ordinary expenditure per pupil of adjusted ADE.¹ Only York at the elementary level and only Toronto at the secondary spent below the theoretical ceilings. It will be noted that these figures show Metro as spending \$18.18 per pupil above its elementary ceiling and \$16.71 per pupil above its secondary ceiling. This discrepancy can be accounted for by the approximately \$6,000,000 that Metro was allowed to spend over its 1973 ceilings as a "loan" on its 1974, 1975 and 1976 ceilings.

451 To compare how the Area Boards fared under Metro apportionment with how they would have done with spending levels determined by Ministerial ceilings and weighting factors, it was necessary to consider two different ways of dividing roughly the same amount of money. Thus in column 14, we have reduced the ordinary expenditure per pupil for 1973 for each Area Board by the same percentage as the OEP for Metro would have had to be reduced if Metro had spent at its ceilings.

452 If we now subtract column 12 from column 14, we can get a measure of the gain or loss in expenditure per pupil as a result of the existing Metro system. This figure is shown in column 15. While the actual dollar amounts may be open to question, it seems clear that this exercise shows that Toronto and York at the elementary level and Toronto at the secondary level would have been better off with their own weighting factors. The other four boards fared better under Metro than they would have going it alone, that is, with the Ministry determining their expenditure ceilings.

453 Table 25 shows the results of performing the same calculations for 1971 and 1972 and repeats column 15 of Table 24 as well for comparison. From an examination of the dollar

¹Adjusted ADE is the ADE increased by 30 per cent of the decrease in the ADE from 1972 to 1973, and for Metro secondary, by 50 per cent of the ADE of trainable retarded pupils.

amounts in Table 25, it appears that:

- . Toronto would have fared better with its own weighting factors for both elementary and secondary purposes in all three years, and York would have been in the same position except for 1973 secondary;
- . North York and Scarborough were better off under the Metro allocation for elementary schools in all three years;
- . Etobicoke was better off under the Metro allocation in the secondary panel in all three years, Scarborough in 1972 and 1973, and East York in 1973;
- . East York, and Toronto in the secondary panel, and Etobicoke in the elementary were at almost exactly the point of equilibrium in 1971 (a variation of less than \$5.00 per pupil);
- . East York elementary in 1971 and 1972 and North York secondary in 1971 would have been better off with their own factors, according to the data presented in Tables 24 and 25.

454 But how significant are these dollar variations? Table 25 also shows the variations as percentages above or below the theoretical ceilings. Of the 36 percentages displayed, 12 show variations of less than one per cent, 20 less than two per cent, and 27 less than three per cent from the theoretical ceilings. If one accepts a percentage variation of two per cent as being within the normal error range, then:

- . Etobicoke has received from the Metro allocations for elementary schools in all three years, and for secondary schools in 1971, about what it would have been able to spend had it been on its own;
- . Scarborough elementary and secondary in 1971 and 1972 were also in this position of equilibrium as were East York elementary in 1973, secondary in 1971 and 1972; and York secondary in all three years;
- . Other cases where the Metro allocation varied by less than two per cent from the theoretical ceilings based on weighting factors were: North York elementary in 1971 and secondary in 1971 and 1973; Toronto elementary in 1971 and 1973 and secondary in 1971;

TABLE 25. AMOUNTS AND PERCENTAGES BY WHICH METRO ALLOCATIONS PER PUPIL AT THE METRO CEILING LEVELS WERE ABOVE OR BELOW AREA BOARD THEORETICAL CEILINGS 1971 - 1973												
	EAST YORK		ETOBICOKE		NORTH YORK		SCARBOROUGH		TORONTO		YORK	
	AMOUNT	%	AMOUNT	%	AMOUNT	%	AMOUNT	%	AMOUNT	%	AMOUNT	%
ELEMENTARY												
1971	\$-24.05	-3.05	- 0.85	-0.12	+10.10	+1.39	+ 5.52	+0.90	-12.26	-1.35	-37.42	-4.89
1972	-21.90	-2.70	- 2.32	-0.31	+33.15	+4.42	+11.12	+1.68	-31.05	-3.30	-40.96	-5.08
1973	+11.91	+1.47	+ 7.15	+0.94	+19.58	+2.53	+19.52	+2.83	- 4.57	-0.49	-20.27	-2.39
SECONDARY												
1971	\$+ 0.64	+0.05	+ 4.05	+0.35	-16.63	-1.39	- 3.67	-0.33	- 1.07	-0.08	-10.59	-0.87
1972	- 8.19	-0.63	+25.34	+2.08	+29.78	+2.41	+13.73	+1.16	-49.79	-3.53	- 8.53	-0.66
1973	+56.27	+4.30	+34.16	+2.75	+21.26	+1.69	+41.01	+3.41	-75.70	-5.19	+13.49	+1.02

Note: The dollar amounts were obtained by multiplying the 1971, 1972, and 1973 ordinary expenditure per pupil shown in columns 5, 8, and 13 of Table 24 by the ratio of the Metro ceilings to the Metro expenditure in the same year. The percentages were obtained by dividing the dollar amounts by the Metro ceilings and then subtracting from the products the theoretical ceiling expenditures as shown in columns 4, 7, and 12 of Table 24.

Note: The dollar amounts were obtained by multiplying the 1971, 1972, and 1973 ordinary expenditure per pupil shown in columns 5, 8, and 13 of Table 24 by the ratio of the Metro ceilings to the Metro expenditure in the same years, and then subtracting from the products the theoretical ceiling expenditures as shown in columns 4, 7, and 12 of Table 24.

- . The biggest gainers from the Metro allocations as indicated by the percentages shown in Table 25 have been North York elementary in 1972 (4.42 per cent), East York secondary in 1973 (4.30 per cent) and Scarborough secondary in 1973 (3.41 per cent).
- . The biggest losers from the Metro allocations are shown to have been Toronto secondary in 1973 (-5.19 per cent), York elementary in 1972 and 1971 (-5.08 and -4.89 per cent respectively) and Toronto secondary in 1972 (-3.53 per cent).

455 What do these figures reveal? The Commission is struck by the fact that there was such a close relationship between the ordinary expenditure per pupil of the Area Boards and what the expenditure ceilings would have been had there been individual factors based on the maximum-free weighting-factor formulae for 1973. The Commission must conclude that since 1970 the Metro allocation machinery has done a reasonably good job. If there have been inequities, the data suggest that they may have been in the opposite direction from what has been claimed by some Area Boards.

456 It appears that:

- . Toronto, in the secondary panel, was allocated by Metro in 1972 and 1973 fewer dollars than the equity position as measured by weighting factors would have permitted;
- . North York, in the elementary panel, was significantly above the weighting factor equity position in both years;
- . Etobicoke, the main claimant with Scarborough for reaching equity immediately under the Metro formulae, emerges as having been almost at its factor equity position in the elementary panel for all three years, and in the secondary panel in 1971. It is significantly above the equity position in secondary in 1972 and 1973;
- . Scarborough and Etobicoke have improved their positions relative to factor equity each year in both panels.

457 These data could lead to two plausible recommendations. We could recommend that since the Metro formulae do such a credit-

able job (with the exception of Toronto secondary) of matching weighting factor equity, the present system be continued with the maxima on weighting factor ceilings removed.

- 458 On the other hand, we could recommend that the equity position among the Area Boards in Metro be determined by Ministry-generated weighting factors as is done for all other boards in Ontario. In support of this possibility, we would point to the data in Tables 24 and 25, and say that since even roughly determined individual weighting factors come as close as they do to approximating Metro allocation practices, there seems little point to continuing the time-consuming and politically disruptive present process which is tearing at the Metro structure. Since the imposition of the ceilings, the budgetary process by which available funds were allocated to the Area Boards has been an increasing source of friction and frustration to the participating boards.
- 459 When Bill 81 provided for a uniform mill rate to finance Metro education, there had to be a mechanism to control the expenditures of Area Boards, and there was no such mechanism at that time other than the Metropolitan Toronto School Board. Now there is such a mechanism--the provincial ceilings. It is the fact that these ceilings apply to Metro as a whole, rather than to Area Boards individually, that has complicated the Metro operation. The problems arising from the complexity of the Metro budget process have been further exacerbated by the inordinate amount of time required to produce the consolidated budget. This onerous burden of time was described in Chapter II and is viewed as one of the greatest problems besetting the present Metro form of educational governance. Neutral observers have stated that Metro could well founder on the problems of time demands on trustees and officials.
- 460 The insights gained from a study of the tables and data set out in this chapter lead the Commissioners to conclude that there are few advantages to be gained by pursuing any longer this long-drawn-out budgetary exercise at the Metro level.

The time and energy saved by trustees and officials would be tremendous and the results in terms of fiscal equity would be considerable.

461 These facts, coupled with the other arguments mentioned in Chapter II, lead us to propose that a change be made in the method of determining Area Board ordinary expenditures.

462 The Commission recommends that

R49 *The Ministry, through the grant regulations, determine separate grant and expenditure weighting factors for each of the six Area Boards of Metropolitan Toronto.*

The Uniform Mill Rate

463 We have earlier recommended that teachers' salaries and fringe benefits continue to be negotiated on a Metro-wide basis and have indicated our belief that the basic education program should continue to be financed by a uniform Metro mill rate. Since the provincial grant plan equalizes up to the grant ceiling, the only need for any Metro equalization of ordinary expenditure will be in Area Board expenditures above the grant ceilings.

464 Under the present system of weighting factors, the variations allowed above the grant ceiling are related only to density of population, average paid years of teacher experience and average teacher qualifications. The amounts by which various Area Boards would be allowed to exceed their grant ceilings would thus differ with variations in these factors.

465 The chief reason for the introduction of the uniform mill rate in 1967 was to make all of Metro responsible for paying the difference between the grant and the expenditure of the boards with below average assessment per pupil. Otherwise, they would be limited by their lower tax-paying ability as

they had been prior to 1967.

- 466 We expected, therefore, that any suggestion to cut the Area Boards completely loose from Metro for ordinary expenditure purposes would meet with the objection that boards with assessment per pupil well below the Metro average would have to tax themselves higher than average to finance the difference between their grant and expenditure ceilings.
- 467 In order to assess the present and future effect of using a uniform mill rate to finance all ordinary expenditures in Metro up to the expenditure ceilings, the Commission prepared Table 26, which shows the difference in 1973 between three expenditure levels (cols. 1, 2, 3), and the 1973 theoretical grant ceilings (col. 4). Also shown are the mill rates on equalized assessment (cols. 9, 10, 11) that would have had to be levied had the excess over the grant ceilings been borne locally.
- 468 The three expenditure levels used are the theoretical expenditure ceiling per pupil (col. 1), the actual ordinary expenditure per pupil (col. 2), and the ordinary expenditure per pupil reduced pro-rata so that Metro's expenditure per pupil is the same as its theoretical ceiling (col. 3).
- 469 Columns 12, 13 and 14 indicate what the combined elementary and secondary local mill rates would have been to provide the excess of these expenditures over the grant ceilings locally rather than Metro-wide. From column 12 it may be seen that, had all boards spent at their theoretical ceilings, Scarborough would have had the lowest additional mill rate despite having the lowest assessment per pupil. York, with the second lowest assessment per pupil, would have had the highest additional mill rate. Etobicoke, Scarborough and Toronto would have been subsidizing the higher expenditures of the other boards under a uniform mill rate. But, as we have already seen, some boards spent more and some less than the theoretical ceilings as a result of the Metro allocation.

TABLE 26. EFFECT ON MILL RATES IN 1973 IF AREA BOARDS HAD FINANCED THE EXCESS OF VARIOUS EXPENDITURE LEVELS ABOVE THEIR GRANT CEILINGS BY LOCAL LEVIES

ELEMENTARY	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
	1973 EXPENDITURE LEVEL PER PUPIL				EXPENDITURE ABOVE GRANT CEILING				LOCAL MILL RATE NEEDED FOR:					
	THEORETICAL CEILING ^a	ACTUAL ^b	REDUCED ACTUAL ^c	1973 GRANT CEILING ^d	COL. (1) LESS COL. (4)	COL. (2) LESS COL. (4)	COL. (3) LESS COL. (4)	EQUALIZED ASSESSMENT PER PUPIL	COL. (5)	COL. (6)	COL. (7)	COL. (5)	COL. (6)	COL. (7)
East York	812.58	843.00	824.49	678.43	134.15	164.57	146.06	112,870	1.189	1.458	1.294	1.661	2.195	1.968
Etobicoke	756.99	781.30	764.14	672.79	84.20	108.51	91.35	102,891	.818	1.055	.888	1.365	1.871	1.617
North York	773.05	810.43	792.63	650.00	123.05	160.43	142.63	86,242	1.427	1.860	1.654	2.101	2.739	2.444
Scarborough	689.41	724.85	708.93	645.19	44.22	79.66	63.74	56,304	.785	1.415	1.132	1.149	2.263	1.845
Toronto	936.26	952.61	931.69	771.87	164.39	180.74	159.82	154,741	1.062	1.168	1.033	1.485	1.388	1.191
York	848.49	846.82	828.22	731.40	117.09	115.42	96.82	75,469	1.552	1.529	1.283	2.211	2.382	2.028
Metro	809.58	827.76	809.58	698.72	110.86	129.05	110.86	100,441	1.104	1.285	1.104	1.679	1.943	1.679
SECONDARY														
East York	1,307.75	1,381.45	1,364.02	1,176.42	131.33	205.03	187.60	278,189	.472	.737	.674			
Etobicoke	1,241.38	1,291.84	1,275.54	1,138.94	102.44	152.90	136.60	187,455	.547	.816	.729			
North York	1,259.11	1,296.73	1,280.37	1,135.88	123.23	160.85	144.49	182,931	.674	.879	.790			
Scarborough	1,204.13	1,261.05	1,245.14	1,161.29	42.84	99.76	83.85	117,635	.364	.848	.713			
Toronto	1,458.69	1,400.67	1,382.99	1,338.07	120.62	62.60	44.92	285,150	.423	.220	.158			
York	1,316.68	1,347.17	1,330.17	1,213.45	103.23	133.72	116.72	156,722	.659	.853	.745			
Metro	1,307.39	1,324.10	1,307.39	1,192.50 ^e	114.89	131.60	114.89	199,975	.575	.658	.575			

^aSee col. 12 of Table 24

^bSee col. 13 of Table 24

^cSee col. 14 of Table 24

^d\$630 elementary and \$1,130 secondary multiplied by 1973 grant weighting factors (See Table 20, col. 7) and by 1973 French weighting factors (Table 23).

^eCol. 6 of Table 20 used to calculate this figure.

- 470 Column 14 shows the mill rate that would have been required had the boards in total spent at the Metro ceiling but in proportion to what they did spend. It is apparent that Toronto would have had by far the lowest mill rate (1.191) and North York the highest (2.444). Toronto was thus subsidizing all of the other boards.
- 471 Columns 2, 6, 10 and 13 are added to show what the effect of financing locally the non-grantable ordinary expenditure (what each board actually spent above its theoretical grant ceiling) would have been. Although all mill rates increase, they increase disproportionately because of the differences in assessment per pupil. While for Metro as a whole the increase is .264 (1.943 in col. 13 minus 1.679 in col. 14), that for the richest board, Toronto, is .197, and that for the poorest board, Scarborough, is .418. From columns 13 and 14, it may be seen that, in both columns, Toronto and Etobicoke would have the lowest mill rates. While column 14 shows North York with the highest mill rate followed by York and East York in that order, column 13 shows North York still with the highest mill rate (2.739) but with York, Scarborough and East York grouped close together in second, third and fourth positions.
- 472 We conclude from Table 26 that the need for Metro-wide equalization in the non-grantable portion of the expenditure-ceiling levels is not only a function of the differences in assessment per pupil but also of the differences in expenditure levels caused by variations in the weighting factors.
- 473 At first blush it may seem that continuing the uniform mill rate for all ordinary expenditure up to the expenditure ceilings discriminates against Scarborough and Etobicoke. As seen from columns 1 and 12, they would have had the lowest expenditure levels in 1973 but would have had to contribute to the higher expenditure levels of the other boards. But nothing is static, perhaps not even board boundaries and hence assessment per pupil, certainly not weighting factors.

There have even been variations province-wide between 1973 and 1974 in the percentage that the expenditure ceilings are above the grant ceilings, and these differences may change in the future.

474 On the whole, York seems to be the board that gains most from the uniform mill rate. York benefits because it has the unusual (for Metro) combination of high weighting factors and low assessment per pupil. But even York might gain from having its expenditure levels determined by the Ministry. While all of the other borough boards have been allocated by Metro about the same or more than they would have been able to spend with their own weighting factors, York has consistently been allocated less than weighting factors would have allowed in the elementary panel.

475 But without the uniform mill rate, York's ratepayers would be at a considerable disadvantage - a 1973 tax rate 1.062 mills higher than Scarborough's or about \$22. on an average home assessed at \$5,000.

476 If it were not for the case of the York board, we might be tempted to recommend that the difference between the grant and expenditure ceilings be financed locally instead of as a part of the uniform mill rate across Metro. But because:

- . the uniform mill rate is so attractive,
- . the differences in expenditure levels would be determined by the Ministry rather than by the Area Boards or Metro,
- . the possibility exists of changes in the boundaries of Area Boards,
- . other conditions among Area Boards including the weighting factors will be constantly changing in the future,

we believe that the uniform mill rate should be retained.

477 The Commission recommends that

R50 *Area Boards prepare estimates of ordinary expenditure up to the ceiling amounts allowed by the Regulations and submit them to the Metropolitan Toronto School*

Board for funding.

R51 *The ordinary expenditures of Area Boards up to their expenditure ceilings be financed by a combination of legislative grants and a uniform mill rate across Metropolitan Toronto.*

478 At the present time, one elementary grant and one secondary grant on ordinary expenditure are calculated for the whole of Metro and paid to the Metro Board. This procedure will not be possible in the future since there will be six different grant ceilings.

479 The Commission recommends that

R52 *Legislative grants on ordinary expenditure be calculated separately for each Area Board by the Ministry, using the assessment, average daily enrolments, grant weighting factors and grant ceilings of the individual boards.*

480 Since grants will be calculated separately, we considered the possibility that they might be paid directly to the Area Boards. In such an event, Area Boards would need to submit to Metro for funding only the difference between their estimates of ordinary expenditure and the grant revenue expected.

481 But even between 1954 and 1967, when separate grants were calculated, they were paid to Metro. So long as there continues to be a Metro School Board, it seems to us logical that problems of cash flow will be simplified if one authority collects and disburses to the Area Boards all funds for the financing of the ordinary expenditures of the boards. There would be no loss of local autonomy involved in this transaction.

482 The Commission recommends that

R53 *The legislative grants on the ordinary expenditure*

*of the Area Boards be paid to the Metropolitan
Toronto School Board.*

- 483 The implementation of these recommendations will return the budgetary process for ordinary expenditures to the Area Boards. These boards will develop their own budgets within their provincially determined ceilings (subject only to the Metro-determined uniform salary and fringe benefit scales) and submit their estimates to the Metro board for funding. The M.T.S.B. will pay over to each Area Board the full amount of its budgeted ordinary expenditure within the board's expenditure ceiling.

The Discretionary Levy

- 484 The discretionary local levy authorized in Bill 81, by which Area Boards could raise from their own ratepayers sums required to finance items cut from their budgets by the Metro Board, became inoperative from 1971 on as far as ordinary expenditures were concerned. This restriction resulted because expenditures financed in this way would have been above the provincial ceilings. All Area Boards and a number of other groups were unanimous in recommending that some form of discretionary levy be restored. This levy was seen as one way in which some real local fiscal autonomy could be restored to the Area Boards.
- 485 Even when Recommendation 49 is implemented and Area Board expenditure levels are no longer determined at Metro, local fiscal autonomy will be limited to the allocation of funds to various functions and programs within provincially determined ceilings. Recommendation 49 alone, while it will get the boards out of one another's pockets, will not restore the kind of fiscal autonomy that carries with it fiscal responsibility.
- 486 We realize that, for boards spending at their ceilings, a

discretionary levy means piercing the ceilings. We realize, too, that the Province would be unable to allow the Area Boards of Metro Toronto to exceed their ceiling unless the same privilege was given to other boards in the province. Nevertheless, the Commission believes that a comparatively small sum of money raised by a discretionary levy could make a real difference, not only to the morale of school boards, but also to those parts of educational programs and services that are most vulnerable to cutbacks.

- 487 The Commissioners are aware that one of the main reasons why the Ministry is opposed to further extensions of ceilings above the grant ceilings is the wide variability in the tax base of boards throughout Ontario. We have noted the same phenomenon in Metro and have recommended Metro equalization via the uniform mill rate to take account of it. For example, the Commissioners are aware that if all boards in the province are allowed to levy an additional discretionary levy of one mill, some boards will receive from it a yield per pupil ten times as great as other boards. In the Metro elementary panel, 1 mill would have yielded Scarborough \$56.31 per pupil in 1973, while it would have produced \$157.05 per pupil in Toronto.
- 488 On the other hand, if the discretionary levy is a maximum number of dollars per pupil, then different boards will have differing mill rates on provincial equalized assessment to raise it. In either case, the province's commitment to equality of educational services at the same mill rate would be sacrificed to strengthening its commitment to local autonomy.
- 489 The only obvious way to provide for both commitments would be to equalize the burden of financing the local discretionary levy. One way would be to guarantee to all boards the same yield in dollars per weighted pupil per mill levied as is received by the board with the highest assessment per pupil in the province. But this would mean that most of

the so-called local levy would come from provincial sources. The amount raised by the levy would simply become an extension of the grant ceilings of all boards.

- 490 We wish to propose two possible solutions by which the wealthier boards would subsidize the poorer boards. Both proposed solutions have the advantage that the wealthier boards, the ones most likely to opt for an increase in mill rate, would have to raise more money by the discretionary levy than they would be allowed to use. The rest would go into a provincial pool to help equalize the per-pupil yield of a similar levy by the less wealthy boards. This method makes it no easier for a wealthy board to use the discretionary levy than for a poorer board.
- 491 The first proposed solution is one whereby, for each one-tenth of a mill levied above the expenditure ceiling, any board would be guaranteed and limited to the same yield as a board of average wealth would receive. In 1974, the average assessment per weighted pupil in Ontario is \$54,600 elementary and \$125,400 secondary. Our first proposal (Plan I) would fix the net yield of the levy to any board in 1974 at \$5.46 per elementary pupil per tenth of a mill levied, and \$12.54 per secondary pupil per tenth of a mill levied.
- 492 Our second proposal (Plan II) is quite similar to the first except that the net yield of the discretionary levy would be tied to the ceilings rather than to the provincial average assessment per pupil. For each one-tenth of a mill levied in each panel, a board would be guaranteed and limited to a yield per pupil of one per cent of its grant ceilings (\$7.04 per grant weighted elementary pupil and \$12.31 per grant weighted secondary pupil in 1974).
- 493 Table 27 is an illustration of how the two plans would operate with boards of differing assessment per weighted pupil. The chief advantage of Plan II is that it provides for an automatic annual adjustment in the per-pupil amount

of the net yield of the levy proportional to the provincial adjustment in the elementary and secondary ceilings, which adjustment is linked to any changes in the cost of living. Without such a built-in cost of living escalator during a period of inflation, the amount permitted would erode year by year in actual dollar value. A further advantage from the standpoint of an elementary board is that its net yield per tenth-of-a-mill levy would be higher (\$7.04 instead of \$5.46 per weighted pupil in 1974).

TABLE 27. ILLUSTRATION OF DISCRETIONARY LOCAL LEVY PROPOSED BY THE COMMISSION - PLANS I AND II

ELEMENTARY

BOARD	ASSESS- MENT PER PUPIL	ACTUAL YIELD PER PUPIL OF .1 MILL	NET YIELD PER PUPIL (AMOUNT BOARDS COULD SPEND)		RECEIVABLE FROM POOL PER PUPIL		PAYABLE TO POOL PER PUPIL	
			PLAN	PLAN	PLAN	PLAN	PLAN	PLAN
			1	2	1	2	1	2
A	\$ 6,825	.68	5.46	7.04	4.78	6.36	0	0
B	13,650	1.37	5.46	7.04	4.09	5.67	0	0
C	27,300	2.73	5.46	7.04	2.73	4.31	0	0
D	54,600	5.46	5.46	7.04	0	1.58	0	0
E	81,900	8.19	5.46	7.04	0	0	2.73	1.15
F	95,550	9.56	5.46	7.04	0	0	4.10	2.52
G	138,000	13.80	5.46	7.04	0	0	8.34	6.76

SECONDARY

A	\$ 31,450	3.15	12.58	12.31	9.43	9.16	0	0
B	62,900	6.29	12.58	12.31	6.29	6.02	0	0
C	125,800	12.58	12.58	12.31	0	0	0	.27
D	150,000	15.00	12.58	12.31	0	0	2.42	2.69
E	200,000	20.00	12.58	12.31	0	0	7.42	7.69
F	275,000	27.50	12.58	12.31	0	0	14.92	15.19

- 494 The chief disadvantage is to the Province. Plan II theoretically requires some provincial input to achieve equalization. It will be recalled that in Plan I the net yield per pupil figure was based on the actual yield to a board whose assessment per pupil was at the provincial average. In Plan II, with one per cent of the elementary ceiling being used, even boards of average wealth would receive something from the pool. In theory, while Plan I would require no provincial contribution, Plan II would require the Province to pay into the pool an amount sufficient to pay the difference between the two net yields. Note that in the secondary panel, in 1974, Plan II would require no provincial assistance since one per cent of the ceiling (\$1,231.) is only \$12.31, whereas one per cent of the provincial average assessment per secondary pupil is \$12.58.
- 495 The Commission believes that both of these plans are workable. Plan I is purer in conception but does not automatically provide for increases related to inflation. Plan II is more flexible and in practice would probably result in a total provincial input to the equalization pool of considerably less than the maximum of \$5,000,000 that would be required if all boards levied to the limits proposed below.
- 496 Plan II is also favoured by the Commission because the figures on which the net yield of the levy are based - the ceiling amounts per pupil - are announced by the Ministry several months before the average assessments per weighted pupil in the province are known. The latter figures appear first in the published grant regulations. It is evident that, from the standpoint of board planning, a discretionary levy based on the ceilings is preferable to one based on assessment per pupil.
- 497 It may appear that the use of a provincial pool of local tax proceeds to equalize the net yield of a uniform levy would be cumbersome. This need not be so. The Provincial

Treasury could act as the pool. Theoretically, according to Table 27, elementary boards E, F, and G, and secondary boards D, E, and F (and C under Plan II) would be paying part of the yield of their discretionary levy to the Treasury, while the Treasury would be augmenting the yields of elementary boards A, B, and C (and D under Plan II), and of secondary boards A and B. In practice, this transfer process could be handled through the legislative grant structure. Boards receiving money from the Treasury would be paid their pool funds as a special grant, and the other boards would have the funds they would be required to contribute to the pool subtracted from their grant.

498 Boards operating below their expenditure ceilings continue to have fiscal autonomy with respect to the revenue side of their operations. It is only boards that have reached the ceilings, particularly those that were spending above the ceiling limitations when they were first introduced, that need the discretionary levy.

499 The Commission recommends that

R54 *The Province continue to provide local fiscal autonomy for all school boards in Ontario by permitting a discretionary local levy.*

R55 *A board be authorized to make a discretionary levy only after its expenditure ceiling has been reached.*

R56 *For an elementary school board, the net yield per pupil of the discretionary levy be fixed at one per cent of its grant ceiling per pupil for each one-tenth of a mill levied.*

R57 *For a secondary school board, the net yield per pupil of the discretionary levy be fixed at one per cent of its grant ceiling per pupil for each one-tenth of a mill levied.*

R58 *The excess of the actual yield over the net yield of the discretionary levy of some boards be payable into a provincial pool and used to augment the actual yield of other boards up to their net yield positions.*

R59 *The transfer of excess yield from the wealthier boards to those less wealthy be accomplished through the grant structure.*

500 There will be a technical problem involved in the transfer process for the Area Boards of Metro Toronto. While the discretionary levy will be levied and collected by the area municipality concerned and paid directly to the Area Board, the provincial grants will be paid to the Metro Board.

501 The problem can be solved quite easily. The Ministry will decrease or increase the legislative grants it pays to Metro on behalf of the Area Boards by the amounts of the pool transfers payable by or to the Area Boards to equalize the net yield of their discretionary levies, if any. Where an Area Board is to receive money from the pool, Metro will pass on to that board the full amount of its equalization payment in addition to the full amount of its ordinary expenditure. Where an Area Board is to pay money into the pool, Metro will reduce the ordinary expenditure funds it pays to the Area Board by the amount that was withheld from that board's calculated grant by the Ministry. The Area Board will then retain the full amount of the yield of its discretionary levy.

Restrictions on the Discretionary Levy

502 The Province may want to put an upper limit on the amount of the discretionary levy. We suggest that the upper limit might be set at one-half mill including both elementary and secondary schools. Since the dollar amounts per pupil raised by the discretionary levy will be almost twice as great in the

secondary panel as in the elementary panel for the same mill rate, and since there appear to be greater problems arising from the ceilings in elementary schools, we suggest that a maximum of three-tenths of a mill elementary and two-tenths of a mill secondary be instituted.

503 These mill rate maxima would have provided in 1974 leeway for up to \$21.12 per weighted elementary pupil and for up to \$25.16 per weighted secondary pupil.

504 Although these sums may not seem to be significant, they can have a strong influence on that small portion of a board's budget that is really controllable and which affects program most directly.

505 The Commission recommends that

R60 *The discretionary local levy be limited to a maximum of three-tenths of a mill in the elementary panel and two-tenths of a mill in the secondary panel.*

506 The Commission feels that the decision to make a discretionary levy should not be by simple majority vote of a quorum of a board. The justification for the additional levy should be made in special supplementary estimates which should set out clearly and in detail the purposes for which the net yield of the levy will be used. These estimates should then be passed only when at least two-thirds of the eligible members of a board have registered their approval by a recorded vote. This procedure will help provide accountability as well as autonomy.

507 The Commission recommends that

R61 *Special estimates be drawn up by a board showing in detail the purposes for which the net yield of the discretionary levy will be used.*

R62 *Special estimates for the use of the net yield of the discretionary levy be approved by at least two-thirds*

of all eligible members of a board on a recorded vote.

- 508 The Commissioners feel very strongly that the net yield of the discretionary levy should be used for the kinds of desirable things that often get cut out of budgets under stringent control. We think of such things as library materials, classroom supplies, social workers and teacher aides in inner-city schools, outdoor education and field trips, professional development of teachers, experimental programs, research and development. These kinds of activities are often the first to feel the pinch of budget restrictions, though not necessarily the lowest in priority.
- 509 We do not feel, however, that limitations other than on salary scales and fringe benefits should be placed on the use of the funds, for this would further restrict the decision-making powers of boards. Even if a board chose to use its discretionary funds to employ additional teachers, the sums of money in question are not large enough to affect seriously a board's pupil-teacher ratio.
- 510 The Commission heard repeatedly at its hearings that the lighthouse programs, for which Metro Toronto has been noted, have been reduced almost to extinction by the imposition of ceilings. A review of these innovative programs, board by board, has convinced the Commissioners that the lighthouses are indeed dim. We see the discretionary levy as providing oil for these lamps so that they may shine brightly again. Education is like a business enterprise in this respect. If innovation is prevented by too stringent budgeting, then policy and practices are frozen at the status quo, stagnation occurs and eventually bankruptcy ensues.
- 511 The Commissioners envisage one way in which local school initiative could be stimulated. A school council made up of parents, teachers, students, the principal, and the local trustee would meet to propose innovative programs for their school. Programs which would not require great sums but

rather seed money to enable them to make a start. These programs from local schools would be passed on as recommendations to a board committee comprised again of representative parents, teachers, principals, students, trustees and administrative officials. This committee would screen requests, set priorities and send its recommendations on to the Board. We believe such a process would revitalize the professional enthusiasm at the local level which has been blunted for the past few years. It would enable local schools to undertake some particular program which was deemed important to them. It is an example of local autonomy and local participation at its best.

512 The Commissioners believe that, in keeping with the principles of trustee accountability and communication with the public, a list of the projects, programs or other purposes for which the discretionary funds are to be used be printed and sent out to all ratepayers with their tax bill. The public has a right to know how these additional tax funds are to be used.

513 The Commission recommends that

R63 *Area Boards encourage the formation of local school councils to recommend programs that would be eligible for funding by means of the discretionary levy.*

R64 *A list of the projects, programs or other purposes for which the discretionary funds would be used be printed and distributed to all ratepayers with their tax bills.*

Weighting Factors

514 We have recommended that the levels of ordinary expenditure of Area Boards in Metro be determined by provincially established expenditure weighting factors and that the grants Metro is to receive on behalf of Area Boards be determined

in part by provincially established grant weighting factors. But we have not as yet commented on the weighting factors themselves as reliable means of measuring the differences in educational and fiscal needs among boards.

- 515 Criticism of the weighting factors as gross, insensitive and inaccurate was prevalent in submissions to the Commission. Certainly, if our recommended system is to work properly, weighting factors must be developed that will discriminate among boards within Metro, as well as between them and other boards in the province. It is obvious that weighting factors used to determine legal spending limits must be much more accurate than weighting factors used to determine only the grantable levels of expenditure.
- 516 We shall attempt to analyze in some detail one component of the grant and expenditure weighting factors - that related to special education in the elementary panel. We do not intend to attempt the same thing with respect to other components, but will make general observations on them and recommendations in a few cases.
- 517 The Commission was not able in the short time at its disposal to make a detailed analysis of all the weighting factors. But we feel that such an analysis should be done as soon as possible. We do not see this analysis to be the task of a commission or committee, but rather of a technical research team that will determine the normal burden across the province and provide accurate measures of additional cost in the various categories. Such a team would identify realistic weighting factors for each category based on their research.
- 518 The Commission recommends that
- R65 *A technical research team or teams be established to study the weighting factors in detail and to report their findings to the Minister.*

Special Education Factor

- 519 The special education factor is conceptually one of the easiest to understand. The formula sets out to measure the excess cost of providing special education for a board. This is done by making certain assumptions:
- (1) that pupil-teacher ratios in special education are one-third of those in regular classes;
 - (2) that the average salary of certificated personnel in special education is \$10,000;
 - (3) that the ratio of salary costs of certificated special education personnel and teacher aides to other special education costs is the same for all boards (2:1).
- 520 If these assumptions are true, then the formula does measure the excess cost of special education above what the same pupils would cost if not provided with special education. The excess cost of the median board is then found and a weighting factor applied to the total ADE of each board such that the excess cost of each board above the median is grantable and may legally be spent.
- 521 A submission from the Metro Board claimed that the Ministry formula underestimates Metro's needs in special education by over 12 million dollars (N22). Such disparities may very well occur if one or more of the above-mentioned assumptions are not true.
- 522 We have prepared Table 28 to illustrate real excess costs due to special education and how they are affected by variations from the assumptions mentioned above. The true weighting factors are then shown. The last line of Table 28 shows the weighting factors calculated by the Ministry formula.
- 523 Illustrated are five boards (A, B, C, D, and E) each with six per cent of their ADE getting special education and the median board with only two per cent of its ADE getting

TABLE 28. EFFECT OF VARIATION IN SPECIAL EDUCATION PTR, AVERAGE SALARIES, AND EXPENDITURE OTHER THAN FOR CERTIFICATED PERSONNEL AND TEACHERS' AIDES ON SPECIAL EDUCATION WEIGHTING FACTOR

	(1) BOARD A	(2) BOARD B	(3) BOARD C	(4) BOARD D	(5) BOARD E	(6) MEDIAN BOARD
1. Average Daily Enrolment	4,000	4,000	4,000	4,000	4,000	4,000
2. PTR of Regular ADE	24:1	24:1	24:1	24:1	24:1	24:1
3. % of ADE in Special Education	6	6	6	6	6	2
4. Special Education ADE	240	240	240	240	240	80
5. Regular Teachers to Service Special Education Pupils	10	10	10	10	10	3.33
6. PTR in Special Education	8:1	8:1	8:1	6:1	6:1	8:1
7. Special Education Staff	30	30	30	40	40	10
8. Excess Spec. Ed. Staff	20	20	20	30	30	6.667
9. Average Salary of Teachers	\$ 10,000	\$ 11,000	\$ 10,000	\$ 10,000	\$ 11,000	\$ 10,000
10. Excess Spec. Ed. Salaries	\$200,000	\$220,000	\$200,000	\$300,000	\$330,000	\$ 66,667
11. Other Spec. Ed. Costs	\$100,000	\$110,000	\$150,000	\$150,000	\$180,000	\$ 33,333
12. Total Excess Cost	\$300,000	\$330,000	\$350,000	\$450,000	\$510,000	\$100,000
13. Excess Cost Per Pupil	\$75.00	\$82.50	\$87.50	\$112.50	\$127.50	\$25.00
14. Cost Per Pupil above Median	\$50.00	\$57.50	\$62.50	\$87.50	\$102.50	-
15. Needed Spec. Ed. W.F.	.071	.082	.089	.124	.146	-
16. Formula Spec. Ed. W.F.	.072	.072	.072	.107	.107	-

special education.

- 524 If columns 1 and 6 are examined, we see that both boards comply with the three assumptions noted above. Both have the same PTR in special education (item 6), the same average salary (item 9) and the same ratio of actual excess salary costs to Other Special Education Costs (items 10 and 11). For these two boards the excess cost (item 12) and excess cost per pupil (item 13) are proportional to the PTR in special education - 3 to 1 (item 3). The result is that the needed special education weighting factor (item 15) and the one calculated by the provincial formula (item 16) are practically identical. (The difference of .001 is because the formula uses .67 instead of the actual .6666.)
- 525 In column 2, the only change for Board B is that the average salary is \$11,000 instead of \$10,000. This means that the excess cost per pupil is really \$82.50, whereas the calculated excess cost per pupil is only \$75.38. This results in a needed weighting factor of .082 and a calculated one of .072. The \$10,000 average salary figure acts as a provincial control. A board whose average salary is above \$10,000 must reduce Other Special Education Costs or reduce costs in the regular program.
- 526 In column 3, the only change from Board A to Board C is that Other Special Education Costs (item 11) is more than 50 per cent of the excess salary cost (item 10). This results in a needed weighting factor of .089 as opposed to a calculated factor of .072. Again, the formula provision that allows total excess costs of special education to be 1.5 times the excess salary costs acts as another provincial control.
- 527 In column 4, the only change from Board A to Board D is in the PTR for special education - 6:1 instead of 8:1 (item 6). This results in a needed weighting factor of .124 whereas the calculated one is only .107. This means

that a board whose PTR for special education drops below that allowed in the formula (one-third of that for regular pupils) must reduce other special education costs or reduce other portions of the elementary budget.

- 528 Column 5 shows the effect on a board of all three of these variations from the basic control points of the formula. Board E has a special-education PTR of 6:1 (item 6), an average salary of \$11,000 (item 9), and Other Special Education Costs of 54.55 per cent of its excess salary costs. The result is that it needs a factor of .146 but its calculated factor is only .107.
- 529 This type of weighting factor would be satisfactory if it applied only to the grant ceiling. Boards with the indicated variations would get no provincial aid on extra staff caused by a special-education PTR of less than one-third of their regular PTR, or on the excess salaries above \$10,000, or on Other Special Education Costs in excess of 50 per cent of the calculated salary costs. But they would be able to provide for these expenditures from their own local revenues.
- 530 When the level of expenditure, however, is tied to this kind of ceiling, serious problems result. A board is forced either to cut back on its special education programs or finance them by taking funds from the regular program.
- 531 The effects illustrated in Table 28 become even more severe if the median board's expenditures are actually less than those calculated by the formula. It is quite possible that the majority of boards in the province have PTR's for special education greater than one-third of the regular PTR. They may also have average salaries less than \$10,000 and Other Special Education Costs less than 50 per cent of excess salary costs. If this is true, then the median excess expenditure calculated by the formula is too high and hence all weighting factors for special education too low.

532 Since boards below the median do not receive a negative weighting factor, too high a median excess cost confers still greater advantages on boards with no special education weighting factor. The difference between the calculated median excess cost and the actual excess cost of such boards may be used to improve the regular program. Just the opposite is true for boards whose real excess costs are higher than the formula excess costs. They must either reduce special education costs or the costs of the regular program. The Commission believes that it is virtually impossible to devise a formula to measure accurately the excess costs of special education.

533 A possible solution to this dilemma would be to retain the special-education weighting-factor formula for grant purposes but determine the true excess cost of special education for any board which desired it by budget scrutiny at the Regional Office. Such boards would be allowed to spend, in addition to their calculated ceiling, such sums for special education as they could demonstrate were above the excess cost calculated by the formula.

534 The Commission recommends that

R66 *A study be undertaken to determine the "normal excess cost per pupil" required to finance the type of special education program the Province believes can and should be operated in all school divisions, and in all county and district combined Roman Catholic separate school zones without any weighting factor for special education.*

R67 *"Normal excess cost per pupil" be used instead of the excess cost per pupil of the median board in the formula for determining the special education weighting factor of an elementary school board.*

R68 *The dollar amount of the "normal excess cost per pupil" be reviewed periodically to keep it in line with cost*

increases and with any changes in Provincial policy with respect to minimum special education requirements.

- R69 *A board which feels that its special education weighting factor does not measure accurately the excess costs of its special education programs be permitted to appeal to the Minister for the authority to spend, in addition to its calculated ceiling, such sums as may be approved by the Minister to finance such excess costs.*

Secondary Special Education

- 535 *There is at present no weighting factor for special education in the secondary panel. This is probably because so few boards operate special education programs at that level. But the absence of such a factor means that boards that do operate such programs, and the Metro boards do, are at a distinct disadvantage. They must finance the entire excess cost of such programs by cutting down on the regular secondary school costs.*

- 536 *The Commission recommends that*

R70 *Boards that provide special education programs for secondary-school students have the total excess cost of such programs recognized in determining their expenditure ceilings.*

Compensatory Education Factor

- 537 *The compensatory factor, which applies to both elementary and secondary schools, does not attempt, as does the special education factor, to measure the excess cost of compensatory education programs. Instead, it attempts to measure the need for such programs by using data, obtainable for all boards in the province, that may serve as indicators of the need for*

compensatory programs.

538 In 1974 the compensatory factor has four components:

- (i) Per cent of income tax returns with taxable income below \$4,000,
- (ii) Per cent of population whose mother tongue is neither English nor French,
- (iii) Per cent of population receiving welfare benefits,
- (iv) Number of Public Housing units per capita.

539 Boards receive ratings of from 1 to 10 on each component. Obviously these components attempt to measure socio-economic status and the need to provide English as a second language in schools. These two major factors increase school unit costs for two reasons: (i) classes need to be smaller in dealing with special problems associated with poverty and language, and (ii) additional costs are incurred for teacher aides, social workers and resource materials associated with language and inner-city programs.

540 We criticize this factor for several reasons: its coarse gradations, its maxima and minima, its lumping together of several factors, the method of collecting the data, and the adequacy of some of the data themselves.

541 For an elementary board, there are only three weighting factors possible: .02, .03 or .04. This seems to us to be a very coarse grading and suggests uncertainty about the validity of the measure. If the measures are valid and reliable, factors ranging from .001 to .040 should be obtainable.

542 The table used to determine the actual weighting factor is strangely truncated at both ends. An elementary board whose ratings on the four components total less than 19.0 receives no compensatory weighting factor. Such a board receives its maximum weighting factor of .04 if the sum of its ratings falls between 26.0 and 29.49. Thus a board could earn a

rating of 4 on each of the four scales and not be entitled to any weighting factor. Likewise a board could in theory earn four ratings of 10 but end up with the same weighting factor as one that earned four ratings of 7. A board with a rating of 10 on the language component but no rating on the other three scales would receive no factor, but certainly needs one.

- 543 We suggest that a better measure of need may be attained by breaking the factor into four separate factors. This can be determined only by careful research such as we have suggested.
- 544 One of the complaints about the compensatory factor is that one of its components - the percentage of the population whose home language is neither English nor French - is obtained from the decennial census. The data from the 1971 census were first used for the 1974 factor and will continue to be used until 1983. We believe that data relating to language in the home could and should be obtained through the Principal's *September Report*. Such data would not only be more up-to-date, they would also be much more accurate.
- 545 The data concerning per cent of income tax returns with taxable income below \$4,000. are also suspect. At present they are not obtainable for the City of Toronto and the boroughs, which militates against their use in determining individual weighting factors for the Area Boards. But apart from that, the data may not be significant since they do not measure family income. They include the incomes of casual workers, part-time workers, students and pensioners. These could distort the final data.
- 546 Apart from the population and acreage figures used in calculating the density factor, the data used in calculating the compensatory factor are the only data not gathered through the school system. The Commissioners feel that this defect should be remedied. It would also eliminate the anomaly whereby coterminous public and separate boards

receive the same compensatory factor, though the incidence of real need may be quite different in the two systems. It would also eliminate the practice, now used in the territorial districts, of assigning the same compensatory factor to all boards in the same territorial district.

- 547 One brief suggested that a compensatory factor based on achievement levels in reading and mathematics on standardized tests would be a better measure of the need for extra funds. Such a measure might be valuable as one component of a compensatory need factor but not as the only one. The flaw is that if achievement improves, the factor decreases and with it the extra resources which presumably caused the rise in achievement.

Age of School Facilities

- 548 We could find little to criticize about the factor devised to recognize the additional operational and maintenance costs attributable to school accommodation built before 1945. It generates a relatively small amount of increased expenditure and has *prima facie* logic. A wealth of data has been accumulated for us by the boards in Metro Toronto that could be an invaluable input into the proposed research study of weighting factors that we have suggested.
- 549 It should certainly be ascertained whether there is in fact a positive relationship between the factor as calculated and per-pupil maintenance and operation costs. There seems to be such a relationship in Metro where, as can be seen from Table 20, only East York, Toronto and York would have earned factors based on age of school facilities in 1973. With the exception of North York, these are also the boards with the highest per-pupil expenditures on maintenance and operation of school plant.

Admissions

550 The factor related to admissions to a school other than during September of a school year is an interesting one. There are two situations where the percentage that such admissions are of the total enrolment would be above average.

(i) A board that is growing rapidly in enrolment, and

(ii) A board where the transiency rate is high, i.e. where there is a great deal of student mobility from school to school during the course of the year.

551 Both of the defined situations increase costs and the latter situation is probably a very good indicator of the need for compensatory education as well. There are schools in Metropolitan Toronto where the rate of turnover of students from September to June is well in excess of 50 per cent. This high degree of transiency correlates directly with other aspects in the compensatory weighting factor for Metropolitan Toronto.

552 A suggestion might be to give a higher weight to the transiency factor than to the growth factor. This could be done by, for example, increasing the admissions component by 50 per cent for any board that is not increasing in student population. In any case the factor table should run up high enough so that no board is cut off by an artificial ceiling.

Small Elementary Schools

553 The Ministry introduced a new factor in 1974, often referred to as the small-school factor. It applies to boards where the average enrolment of elementary schools is below 200 pupils. This factor recognizes that in small schools the pupil-teacher ratio is usually lower than in larger schools and that the overhead per pupil is higher.

554 The Commission feels that the principle is a good one and could be extended to all boards. The rapid decline in school enrolments is facing boards with a choice between two hard alternatives:

- (i) To close schools in which the enrolment has fallen below the level where it is no longer possible to provide a well rounded program, and in which it is uneconomic to continue to employ a principal, secretary and custodian, and this in the face of community pressure to keep the school open, or
- (ii) Keep the school open at the expense of expenditures throughout the rest of the system on classroom supplies, learning resource materials, non-mandatory programs, and other essential but controllable expenditures.

555 The Government must make a decision as to which course it wants boards to follow. If it wants boards to keep schools open, then the small school factor should be extended to all boards and be applied to any small schools operated by a board within provincially established guidelines.

556 The Commission recommends that

R71 *A small-school factor be made applicable to all elementary schools that comply with provincially established guidelines.*

Instructional Salaries Factor

557 For 1974, the instructional salaries factor is designed to recognize the excess cost of teachers' salaries attributable to paid years of experience and to qualifications in excess of the basic qualification. The weighting factor then recognizes all such excess costs above those of the board at the 25th percentile. In other words, all boards except the bottom 25 per cent (in each panel) receive a weighting factor. The factor is then divided into two equal parts, one included as part of the grant weighting factor, the other used to

allow expenditure above the grant ceiling.

- 558 This factor is open to some of the criticisms we have made of the special education factor, particularly the maximum of .04 that is placed on it. Such a maximum may be defensible for a grant weighting factor but is indefensible for an expenditure weighting factor.
- 559 A reasonable suggestion would be to allow the whole of the calculated factor up to a maximum to be part of the grant weighting factor and then allow the rest of the calculated factor to form part of the expenditure weighting factor.
- 560 The whole question of why any part of the salaries factor should not be part of the grant weighting factor is a moot one. Is the Province saying that only the wealthier boards should be able to employ a high percentage of teachers with maximum experience and with the highest qualifications? The limitation on the salary weighting factor often forces boards to replace retiring teachers by teachers with the lowest qualifications and fewest years of experience.
- 561 The Commission recommends that
- R72 *Finer gradations be used in establishing the instructional salaries weighting factor and the maximum be removed.*
- R73 *The whole of the instructional salaries weighting factor be a part of the grant weighting factor.*

Density Factor

- 562 One factor that applies only to Metro Toronto and the designated cities is the density factor. This factor has been criticized as being a catch-all. It is said that the Ministry does not know just what the factor measures. The Commissioners feel that it does measure something, viz: the

density of population in terms of population per acre, and we agree that density in itself, if sufficiently high, can cause social and educational problems that do not exist to the same extent in lower density areas. However, it is difficult to justify counting such things as airports, large parks, zoos and expressways as part of the acreage. Our information is that figures are now or soon will be available through the assessment branch of the Provincial Government to enable such acreage to be determined.

563 The Commission recommends that

R74 *In calculating the density factor for the designated cities and for the Area Boards of Metropolitan Toronto, large parks, airports, zoos and expressway right-of-ways be excluded from the acreage.*

564 The density factor is one that should receive special study by the technical research team the Commission has recommended. It is quite possible that, if sufficient weight is given to the proposed separate compensatory factors and to the admissions factor for transiency, the density factor as such could be dispensed with.

Declining Enrolment

565 Chapter II sets out a description of the nightmare of declining enrolments being experienced by the Boards in Metro. The situation grows worse week by week. The erosion of students outstrips all predictions. Tables 3 and 4, and Graphs I, II and III in Chapter II illustrate starkly this major problem. In fact, declining enrolments have become the greatest problem facing the school boards of Metropolitan Toronto and will continue to plague them for the foreseeable future, as the negative wave now running through the elementary schools hits the secondary schools.

566 It would be neat and tidy if a school could be closed for

every 400-500 students a board lost. But it cannot work that simply. The problem is aggravated further by the fact that the number of pupils lost by a board is spread across the whole system. For instance, the loss of 35 pupils by a board does not mean that a class can be closed or the salary of a teacher saved. Unfortunately costs do not decline in proportion to the reduced number of pupils. Most of the overhead costs of operating the school system remain.

- 567 Boards are thus confronted by both long and short term problems arising from these sharply declining enrolments. In the long run it should be possible to readjust the system, either by closing some classes and schools or by finding new community uses for the empty classroom spaces or the schools.
- 568 The Commission believes that the local school as a community resource has potential value beyond that of educating children. It should be no strain for a community council to determine valuable uses to which this available space can be put. The schools belong to the people. Let them continue to serve the people in expanded ways.
- 569 The big problem at present is the short-term financial shock that has boards reeling. They need help to weather this storm now and for the next few years. Boards cannot be left to struggle alone. They do not have the resources to remain afloat. Serious damage to the school system could result.
- 570 The Ministry at present recognizes the ongoing costs of operating a school system during a period of declining enrolments by crediting each board with 60 per cent of the decrease in enrolment from one year to the next for purposes of determining the grant and expenditure ceilings.
- 571 The Commission believes that this factor does not meet adequately the needs arising from the impact of this loss of students. The public and secondary school boards should be

treated similarly to the colleges and universities where the use of the slip-year approach allows them to base their expenditure levels on 100 per cent of the previous year's enrolment. However, for the elementary and secondary schools the Commission proposes a formula which would phase in and thereby ameliorate the impact of declining enrolments.

572 The Commission recommends that

R75 *The Adjusted Average Daily Enrolment of a board include 60 per cent of the decrease in the Average Daily Enrolment from one year to the next in the first year, 30 per cent in the second year, and 10 per cent in the third year.*

Health Costs Related to Special Education

573 The Commissioners would be remiss in their duty if they did not comment briefly upon the unfair burden being borne by school boards in carrying the health-related costs of special education.

574 In the past, rather than quibble over whose responsibility it was, boards moved with compassion and concern to meet the needs of the whole child. As these programs of special education expanded, boards were drawn in to providing high cost services that were more health-related than educational.

575 The program at Sunny View School is a cogent example. A large component of the program is health oriented and yet the full costs of these specialized services are a direct charge against the education budgets.

576 In 1973, the projected costs of the Toronto Board of Education for the staff of speech, occupational, and physiotherapists, health care assistants, aides and therapeutic swimming instructors for Sunny View Public School amounted to \$133,205. This is but one example.

577 No funding is received from the Ministry of Health to assist with these health-related activities. Approaches have been made, but the Ministry of Health keeps demurring.

578 Similarly, the extensive psychological and psychiatric services provided by boards of education, together with screening programs in the primary grades, are really health rather than educational activities, even though they obviously overlap.

579 The boards of education for too long have shouldered these health costs alone, and while they have been willing to carry this load, the Ministry of Health has not stepped forward to offer to help.

580 The Commission believes that this unfair distribution of financial responsibility should end.

581 The Commission recommends that

R76 *The Ministry of Education seek to have the health-related costs of special education programs borne by the Ministry of Health.*

Financing Extraordinary Expenditure
in Metropolitan Toronto

582 Extraordinary expenditure includes three major components.

- (i) Interest charges and the annual installments on long-term borrowing for capital construction (usually referred to as debt charges);
- (ii) Capital expenditures from current revenue to pay for such things as construction, renovation, school sites, buses, furniture and equipment; and
- (iii) Expenditure on transportation of pupils.

583 Unlike ordinary expenditures, extraordinary expenditures on a per-pupil basis can vary substantially from board to board.

This is presumably why they are classed as extraordinary. Some extraordinary expenditures are recognized by the Minister for grant purposes and others are not.

- 584 Since 1969, practically all extraordinary expenditures in Metro have been subject to Metro Board approval, and the portion not covered by provincial grant has been raised by a uniform mill rate across Metro Toronto. The major exception has been costs associated with the construction of swimming pools. These have often been financed jointly by the area municipality councils and by small local levies imposed by some of the Area Boards.

Capital Expenditures

- 585 Given the strong Ministry controls on capital projects, whether new schools, additions, or renovations, there would seem to be little to gain from decentralizing to the Area Boards the responsibility for planning and financing new capital projects. Certainly it would be a retrograde step to return to the Area Boards the responsibility for paying the debt charges on outstanding debentures purchased during the past 20 years.
- 586 The Commission can see no reason to change the existing method of financing capital expenditures. The Metro Board should continue to be the arbiter of priorities in determining which capital projects proposed by the Area Boards will be financed within the capital allowance determined by the Ministry, since capital projects will be subject to Ministry and Metro approval.
- 587 The Commission recommends that
- R77 *Debt charges and capital expenditures from the revenue fund incurred by the Area Boards and approved by the Metropolitan Toronto School Board be financed by provincial grants and a*

uniform mill rate across Metropolitan Toronto.

588 In keeping with our belief that the local autonomy and responsibility of Area Boards should be strengthened, we believe that there should be a mechanism whereby capital expenditures included in the estimates of Area Boards but not approved by Metro can be financed locally.

589 Such a mechanism now exists - the provision for a local levy of not more than 1.5 mills elementary and 1 mill secondary on local assessment to finance items cut out of the Area Board budgets by Metro. As has already been pointed out, this provision has become inoperative for ordinary expenditure and will remain so under our recommendations. But it is still in effect for purposes of extraordinary expenditure.

590 The Commission recommends that

R78 *Capital expenditures from the revenue fund not approved by either the Minister or the Metropolitan Toronto School Board become the responsibility of Area Boards and be financed by a levy on the rate-payers of the Area Boards incurring them, subject to the mill rate maxima already in the Act respecting a local levy.*

591 The Metro School Board under present legislation has power to make capital expenditures from the revenue fund for each of elementary and secondary education up to a sum not in excess of the yield of two mills on the local assessment of Metropolitan Toronto in each panel. All other school boards in the province are permitted to spend amounts not exceeding the yield of one mill on equalized assessment in each panel. This means that Metro would fare better under the general legislation since Metro's local assessment is only 24.6 per cent of its provincially equalized assessment. One mill on Metro's equalized assessment would have yielded \$24,440,997 in 1973 for elementary school purposes, whereas two mills on its local assessment would have yielded only \$12,024,971. We

see no reason for this discrimination against Metropolitan Toronto to continue.

592 The Commission recommends that

R79 *The Metropolitan Toronto School Board come under the general legislation with respect to limits on capital expenditure from the revenue fund.*

593 At the present time, the allowable capital expenditure from the revenue fund is divided into two portions:

- (i) An amount used to finance part of the Ministry-approved new capital projects of the Metro Board and thus decrease the debenture borrowing that is necessary; and
- (ii) An amount to finance the required capital expenditures of Area Boards for new and replacement equipment and other capital items.

594 All of the first amount is recognized by the Minister for grant purposes, but only a small part of the second amount is so recognized. We believe that this practice is a good one. Hence, the Metro Board should continue to have the power to approve or disapprove Area Board estimates of capital expenditures from the revenue fund.

595 The Commission recommends that

R80 *The Metropolitan Toronto School Board continue to determine:*

- (i) how much of the statutory maximum allowance for capital expenditure from the revenue fund is to be spent in any year;*
- (ii) how much of the amount so determined is to be used to reduce new debenture debt; and*
- (iii) the apportionment of the remainder among the Area Boards.*

Transportation of Pupils

596 Expenditures on the transportation of pupils to and from

school and from school to school have long been classified as an extraordinary expenditure. Other transportation expenditures such as those for excursions to athletic events, museums, the Science Centre and other field trips have been included in ordinary expenditure. The 1974 Grant Regulations now permit a board to classify these other transportation expenditures as either ordinary or extraordinary expenditures. A board with ceiling problems would probably choose the latter classification even if such expenditures thus became ineligible for provincial grants.

597 The Metro Board has devised a transportation formula which is used to allot funds to Area Boards for transportation. The Commission believes that all transportation approved by the Minister for grant purposes should automatically be approved by Metro and that additional transportation should be subject to Metro approval.

598 The Commission recommends that

R81 *Transportation expenditures of an Area Board that fall within recognized extraordinary expenditure and additional transportation expenditures approved by the Metropolitan Toronto School Board be financed by provincial grants and by a uniform levy across Metropolitan Toronto.*

R82 *Transportation expenditures classified as extraordinary by the Ministry or by an Area Board but not approved by the Metropolitan Toronto School Board and not recognized for grant purposes be a charge upon the ratepayers of the Area Board concerned.*

599 There are two ways in which the provincial grants on extraordinary expenditure could be determined.

(i) The grants could be determined for each Area Board, based on its recognized extraordinary expenditure per weighted pupil and assessment per weighted pupil and paid to the Metro Board; or

(ii) The assessment per weighted pupil of Metro Toronto as a whole could be used and a single grant on recognized extraordinary expenditure generated.

600 The former method might influence the Metro Board in determining its priorities for capital projects, especially those financed from current revenue since such expenditure would attract a higher rate of grant if spent by an Area Board with a low assessment per weighted pupil than by one with a high assessment per weighted pupil.

601 The Commission recommends that

R83 *Grants on recognized extraordinary expenditure continue to be calculated for Metropolitan Toronto as a whole and be paid to the Metropolitan Toronto School Board.*

602 The implementation of this recommendation will require that a grant weighting factor be determined for the Metropolitan Toronto School Board as well as for each Area Board. Such a factor will be needed to determine Metro's assessment per weighted pupil, a figure used in calculating the rates of grant payable on extraordinary expenditure.

Supplementary Expenditure

603 With the approval of the Minister, all or part of certain types of ordinary expenditure may be classified as supplementary expenditure. This reclassification has the effect of removing unbearable pressure on the expenditure ceilings. Since supplementary expenditures are non-grantable at the present time, they are financed in Metro entirely by local taxation as part of the uniform mill rate.

604 Under our proposed system, the major component of supplementary expenditure for Area Boards will be expenditures for the community use of schools. Policies of individual boards may vary quite widely with respect to the types and

extent of community use of schools. We find it difficult to justify paying for all such costs through the uniform mill rate in such a case. Why should a board with an average degree of community use of schools pay for a very extensive program in another area?

- 605 On the other hand, the very nature of the Metro educational system of governance suggests that all ratepayers should pay for a standard level of service throughout Metro in any category. For this reason we believe that the Metro Board should draw up careful guidelines governing the types and extent of community use of schools that will be approved by Metro for financing on a Metro-wide basis.
- 606 Any Area Board that wishes to provide service in excess of these guidelines should be permitted to do so at its own expense.
- 607 The Commission recommends that
- R84 *Supplementary expenditures of an Area Board that are to be financed by a uniform mill rate across Metropolitan Toronto be subject to the approval of the Metropolitan Toronto School Board.*
- R85 *Supplementary expenditures of an Area Board in excess of those approved by the Metropolitan Toronto School Board be a charge on the ratepayers of the Area Board.*

Surpluses

- 608 One of the recurrent recommendations in the briefs of the Area Boards was that Area Boards be permitted to retain any surpluses they accumulated by good management and be allowed either to spend them in the succeeding year or to use them to reduce their mill rates in the succeeding year.
- 609 One of the obvious flaws of the present Metro system is that

there is no incentive for an Area Board to spend less than the money allocated to it by the Metro Board. Any savings made by any other Ontario school board in one year result in a proportionate lowering of the mill rate necessary in the following year. This is not true in Metro. The only effect is a slight lowering of the Metro-wide mill rate. This is scant incentive to a board which sees its neighbours spending at or above their allocated budgets.

- 610 At the same time, there is a built-in incentive for each board to spend as much as or more than its neighbours since the deficit of an Area Board merely results in a possible slight increase in the next year's uniform mill rate but is not confined to the board or boards that caused the deficit.
- 611 The Commissioners realize that provincial legislation prohibits surpluses of one year from being used to increase the expenditure level of the next year. We therefore considered recommending that any surplus earned by an Area Board be retained by that Area Board to reduce either the succeeding year's uniform mill rate as applied to that board or its supplementary mill rate in the succeeding year.
- 612 This solution poses problems, however. The difference between a board's grant and expenditure ceilings is financed by the whole of Metro. Therefore, if an Area Board does not spend all of this difference, the benefit should accrue to all Metro ratepayers. To provide otherwise would be to encourage an Area Board to budget to its expenditure ceiling, spend less, and have its mill rate lowered in the succeeding year.
- 613 We do propose, however, that if an Area Board spends below its grant ceiling, the difference between its actual expenditure and its grant ceiling be credited to the Area Board and used to reduce its mill rate in the following year. We also believe that surpluses resulting from an underspending of the

proceeds of an Area Board's supplementary estimates should accrue to the benefit of the board concerned. Of course, a surplus caused by the estimated expenditure ceiling of an Area Board being higher than the eventual actual ceiling should be returned to Metro.

614 The Commission recommends that

R86 The surpluses accumulated by an Area Board at the end of a fiscal year be disposed of as follows:

- (a) A surplus on ordinary expenditure account caused by the actual ceiling on expenditures being less than the estimated ceiling be returned to the Metropolitan Toronto School Board for the purpose of decreasing the succeeding year's Metro-wide mill rate;
- (b) A surplus on ordinary expenditure account caused by an Area Board spending below its actual expenditure ceiling, except to the extent that the actual expenditure is also below the Area Board's grant ceiling, be returned to the Metropolitan Toronto School Board for the purpose of reducing the succeeding year's Metro-wide mill rate;
- (c) A surplus on ordinary expenditure account caused by an Area Board spending below its grant ceiling be returned to the Metropolitan Toronto School Board but be credited to the Area Board to be reflected in the succeeding year in a lowering of its mill rate;
- (d) A surplus on ordinary expenditure account caused by an Area Board underspending the proceeds of its discretionary levy be used to decrease the succeeding year's discretionary levy;
- (e) A surplus on extraordinary expenditure account caused by an Area Board not spending all of the funds approved by the Metropolitan Toronto School Board for capital expenditure from the revenue fund be returned to the Metropolitan Toronto School Board to reduce the succeeding year's Metro-wide

mill rate;

- (f) A surplus on extraordinary expenditure account caused by lower expenditures on transportation than those approved by the Metropolitan Toronto School Board be returned to the Metropolitan Toronto School Board to lower the succeeding year's Metro-wide mill rate;*
- (g) A surplus on extraordinary expenditure account caused by an overlevy for supplementary estimates be used to reduce the succeeding year's supplementary levy for that Area Board.*

Deficits

- 615 In some situations, deficits accruing to Area Boards should be borne by their own ratepayers in the following year. In others, they should be borne by all Metro ratepayers.
- 616 The Commission recommends that
- R87 The deficits accumulated by an Area Board at the end of a fiscal year be disposed of as follows:
- (a) A deficit on ordinary expenditure account caused by the actual ceiling being greater than the estimated ceiling be met as part of the Metro-wide mill rate in the succeeding year;*
 - (b) A deficit on ordinary expenditure account caused by the spending level being above the actual ceiling be subject to the normal penalty applicable to any board in the Province that spends above its ceiling;*
 - (c) A deficit caused by the overspending of the net yield of the discretionary levy be used to reduce the maximum allowable discretionary levy in the succeeding year;*
 - (d) A deficit on extraordinary expenditure account caused by spending in excess of the amounts approved by the Metropolitan Toronto School Board become part of the*

Area Board's supplementary estimates in the following year;

- (e) A deficit caused by an underlevy for the board's supplementary estimates be met by including the amount in its supplementary estimates for the succeeding year.*

Power to Issue Debentures

617 Since 1969, county boards of education and other divisional boards of education have had the power to issue their own debentures for long-term borrowing. In Metro, however, such debentures must still be issued by the Metropolitan Council and are subject to its approval. This anomaly seems to the Commissioners to be inequitable, particularly now that the approval of both the Ministry and the Ontario Municipal Board are needed before such debentures may be issued.

618 The Commission recommends that

R88 The Municipality of Metropolitan Toronto Act be amended to give the Metropolitan Toronto School Board the power to issue its own debentures for long-term borrowing.

Guidelines for Preparing Area Board Estimates

619 In order to clarify our intentions with respect to the interaction of the Area Boards and the Metro Board, we set out the following classification of board estimates and their disposition. These are not intended to be definitive since we realize that fiscal arrangements are often complicated. They are merely guidelines indicative of the main transactions as we envisage them. We suggest that the estimates of an Area Board, both elementary and secondary, be prepared in four parts as follows:

Estimate I

Ordinary expenditure not in excess of the expenditure ceiling of the board.

Estimate II

Capital expenditure from the revenue fund, expenditure on the transportation of pupils, and all other expenditure that is classified as extraordinary expenditure.

Estimate III

The Supplementary expenditure of the board (as defined in the grant regulations and approved by the Minister).

Estimate IV

Expenditures to be made from the net yield of the discretionary levy voted by the Area Board.

- 620 We suggest the following disposition of the four estimates:
- a) Estimates I, II and III are to be forwarded to the M.T.S.B.
 - b) The Metro Board is to approve Estimate I automatically, provided it finds it to be technically in order, fund it from Metro funds (Legislative Grants and a Metro-wide uniform levy), and manage the cash flow to ensure that adequate funds are available to the Area Boards to meet obligations as they become due.
 - c) The Metro Board is to consider Estimate II and approve proposed capital expenditures from the revenue fund up to the amount that has been agreed upon as each Area Board's share of such expenditures, giving due regard to a particular Area Board's priorities but in the light of the need to achieve equity across Metro in the physical plant and equipment.
 - d) The Metro Board is to consider Estimate II and approve proposed expenditures on transportation that fall within the general Metro Board policy with respect to transportation, and approve other extraordinary expenditures as it sees fit.
 - e) The Metro Board is to consider Estimate III and approve those supplementary expenditures that conform to general Metro-wide policies, and disapprove those which are purely

local and not in the nature of Metro-approved local experiments.

- f) The total of Estimate IV for elementary schools is to be divided by the budgeted weighted ADE of the board for the budget year. The quotient, which is not to exceed three per cent of the ceiling (\$21.12 in 1974) is to be divided by ten times the ceiling to determine the mill rate required to be levied by the area municipality concerned. The yield of the resultant mill rate on the equalized assessment of the area municipality for public school purposes is then to be ascertained and the amount included as a separate item in the board's supplementary estimates submitted to its municipal council.
- g) A similar process will be followed in dealing with Estimate IV for secondary schools.
- h) Those items from Estimates II and III that are not approved by Metro are to be dealt with in either of the following ways:
 - (i) they will be deleted from the Area Board's budget, or
 - (ii) they will constitute, together with the estimated gross yield of the discretionary levy calculated as in (f) or (g) above, the Area Board's supplementary estimates
- i) The supplementary estimates of an Area Board are to be submitted to the appropriate municipal council or councils for funding.
- j) The municipal council is to satisfy itself that:
 - (i) the estimates of the gross yield of the discretionary levies (elementary and secondary) are not in excess of the legal limitations, and
 - (ii) the remaining amounts of the supplementary estimates are not in excess of the statutory limitations on such levies as specified in *The Municipality of Metropolitan Toronto Act*,and then levy and collect the necessary monies on and from the public elementary and secondary ratepayers of the municipality and pay them over to the Area Board.

Guidelines for Preparing Estimates of the Metropolitan
Toronto School Board

- 621 The Metro Board might prepare its estimates for submission to the Metropolitan Council as follows:

Estimate I

The combined Estimate I's of the Area Boards less the anticipated legislative grants thereon.

Estimate II

The sum of:

- (i) those parts of the Estimate II's of the Area Boards that have been approved by the Metro Board,
 - (ii) the annual debt charges on outstanding debentures assumed by Metro,
 - (iii) Metro Board capital expenditures from the revenue fund, and
 - (iv) Metro Board transportation expenditures and other Metro extraordinary expenditures,
- less the anticipated legislative grants thereon.

Estimate III

The combined Estimate III's of the Area Boards.

Estimate IV

The ordinary expenditure of the Metro Board less anticipated grants thereon.

- 622 The sum of the net amounts of the four estimates will constitute the amount that will be raised by a uniform mill rate across Metro Toronto.

A Note on Legislative Grants to Metro

- 623 We have already recommended how the grants used in calculating Metro Estimates I and II are to be calculated and paid (R52, 53 and 83). But we foresee a small problem with respect to the calculation of legislative grants on Estimate IV. At present, the administrative costs of the M.T.S.B. are classed as supplementary expenditure and hence are not

eligible for grants. We believe that, since the Metro form of school governance is mandated by the Province, at least some of the additional administrative costs caused by the two-tier structure should be eligible for provincial grants.

- 624 In any event, a formula will have to be found to calculate the provincial grant on Metro expenditures on the schools and services operated by the M.T.S.B. There will be no problem in determining the percentage rate of grant as this can easily be calculated by using the assessment per weighted pupil of Metro as a whole.
- 625 The problem will be to determine the grant and expenditure ceilings on Metro ordinary expenditures. The easiest way to determine such ceilings would be to have the levels determined by the Minister on the basis of estimates submitted by the Metro Board. But this method may not be considered possible at the present time. We believe that there should be both grant and expenditure ceilings for Metro ordinary expenditures determined in this way.
- 626 A more acceptable method of determining the Metro Board ceilings for students in Metro-operated schools will be to use weighting factors similar to that applied at the present time to the trainable retarded students. These weighting factors would have to recognize actual costs, at least for expenditure purposes, and in that respect this method would not differ greatly from that suggested in the preceding paragraph.
- 627 Since the administrative expenditures of the Metro Board are now classified as supplementary expenditures and hence are not subject to any ceiling, it would be necessary to devise only a grant ceiling on such expenditures. One way would be to pay grant on an amount not in excess of x dollars per pupil in Metro Toronto. The actual amount of x would have to be determined after an examination of the extent of such costs in the past few years and an estimate of any increases

or decreases in such costs as a result of the changes in Metro responsibilities recommended by this Commission. The amount of x would not need to be equal to the full amount of such costs.

628 The Commission recommends that

R89 Legislative grants be paid on the administrative costs of the Metropolitan Toronto School Board that fall within the grant ceiling.

R90 Weighting factors similar to the 1.5 factor now applied to the trainable retarded pupils be devised for pupils in other schools operated by the Metropolitan Toronto School Board and be used in calculating the grant and expenditure ceilings for the schools operated by that Board.

APPENDIX A

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APPENDIX A

TABLE A1. MAINTENANCE ASSISTANCE PAYMENTS 1955-1963

YEAR	ELEMENTARY			ACADEMIC			COMMERCIAL			TECHNICAL		
	M.A.P.	COST PER PUPIL	%	M.A.P.	COST PER PUPIL	%	M.A.P.	COST PER PUPIL	%	M.A.P.	COST PER PUPIL	%
1955	\$150	\$251	59.8	\$250	\$423	59.1	\$300	\$464	64.7	\$300	\$626	47.9
1957	150	288	52.1	250	478	52.3	300	566	53.0	400	838	47.7
1959	180	350	51.4	300	609	49.3	350	661	53.0	525	940	55.9
1961	190	384	49.5	315	608	51.8	350	669	52.3	535	938	57.0
1963	205	408	50.2	335	636	52.7	380	651	58.4	535	1060	50.5

Source: N17

Note: Table A1 excludes Metro debt charges.

APPENDIX A

TABLE A2. PUBLIC ELEMENTARY AND SECONDARY SCHOOL COSTS PER PUPIL, 1957 AND 1963^a

MUNICIPALITY	ELEMENTARY			ACADEMIC SECONDARY			COMMERCIAL SECONDARY			TECHNICAL SECONDARY		
	1957	1963	PER CENT INCREASE	1957	1963	PER CENT INCREASE	1957	1963	PER CENT INCREASE	1957	1963	PER CENT INCREASE
Toronto	\$337	\$523	55%	\$604	\$768	27%	\$625	\$640	2%	\$ 909	\$1,212	33%
North York	318	448	41	585	650	11	711	831	17	1,081	1,078	-
Scarborough	311	378	22	472	670	42	534	728	36	900	1,018	13
Etobicoke	297	416	40	494	663	34	578	818	42	d	1,071	-
York	286	426	49	471	621	32	462	618	34	653	860	32
East York	322	460	43	432	590	37	518	677	31	d	d	-
Forest Hill	409	589	44	605	796	32	c	c	-	d	d	-
Leaside	351	611	74	521	680	31	c	586	-	d	d	-
Lakeshore	289	413	43	522	663	27	606	810	34	777	957	23
Weston	283	410	45	372	562	51	453	586	29	804	797	1
Swansea	324	427	32	b	b	-	c	c	-	c	c	-
Average	319	453	42	538	684	27	608	711	17	888	1,111	25

^aIncludes Metro Debt Charges and the costs of operating The Metropolitan School Board.

^bNo academic secondary school.

^cNo commercial secondary school.

^dNo technical secondary school.

Source: N17

APPENDIX A

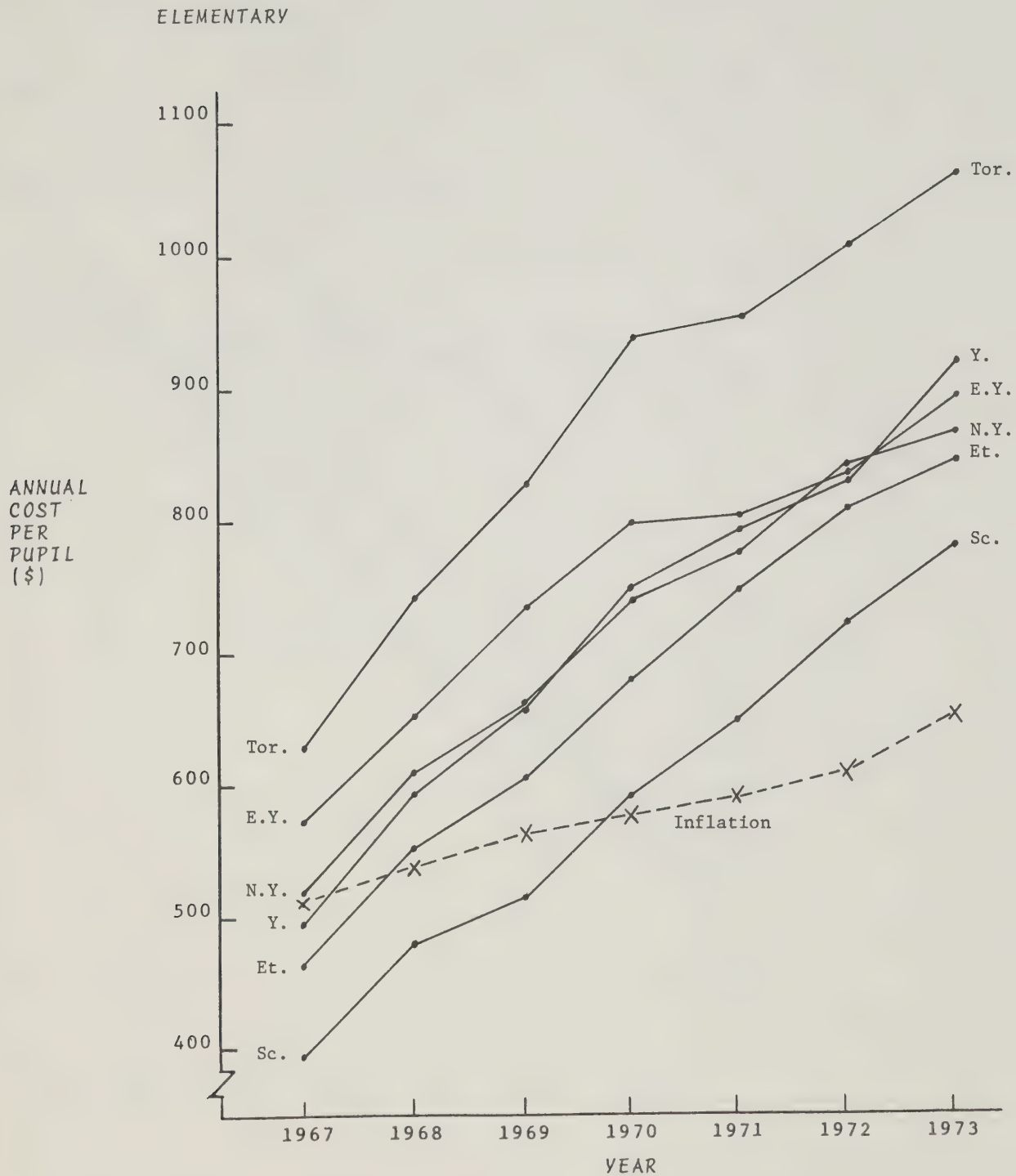
TABLE A3. COST PER PUPIL (CPP) - 1967-1973

ELEMENTARY	1967	1968	1969	1970	1971	1972	1973
East York	\$ 574.78	\$ 654.08	\$ 732.43	\$ 797.58	\$ 803.38	\$ 834.16	\$ 894.30
Etobicoke	465.86	553.71	605.67	678.15	724.58	808.76	843.36
North York	521.74	607.58	663.86	740.72	775.60	836.29	864.81
Scarborough	392.75	480.63	518.30	589.90	649.05	721.09	781.36
Toronto	630.74	743.90	831.87	939.82	954.97	1,011.26	1,068.61
York	497.04	594.20	659.80	750.22	790.36	832.16	922.09
SECONDARY	1967	1968	1969	1970	1971	1972	1973
East York	\$ 800.81	\$ 916.84	\$ 1,043.11	\$ 1,168.50	\$ 1,248.08	\$ 1,336.47	\$ 1,462.27
Etobicoke	918.91	1,023.02	1,120.92	1,167.58	1,229.78	1,363.31	1,365.70
North York	930.56	1,066.24	1,171.60	1,210.93	1,234.29	1,343.92	1,399.68
Scarborough	894.70	1,005.46	1,055.32	1,115.98	1,175.42	1,291.35	1,375.33
Toronto	1,151.91	1,271.98	1,320.25	1,345.50	1,436.08	1,480.61	1,543.70
York	929.58	1,098.96	1,148.92	1,217.34	1,283.83	1,357.16	1,440.67

- Note: 1. CPP includes: Instruction, Educational Services, Pupil Welfare Services, Administration, Computer Services
Plant Operations, Plant Maintenance, Pupil Transportation, School Cafeterias, Other Services, Capital from
Current, General Transfers.
2. Data for 1967-1970 from W. Nobleman, J29.
3. Data for 1971-1973 from supplement to M.T.S.B. Statistical Submission (S1).
4. Actual figures 1967-1972; Budget figures 1973.
5. Data are exclusive of costs related to the Metropolitan Toronto School Board (i.e. excludes Debenture Debt Repayment etc.). Data also exclude funds raised by discretionary levy.
6. CPP does not distinguish the variation in the mix of students enrolled, board by board, (i.e. Vocational, Special Programs, Inner City etc.).
7. Gross expenditure divided by total ADE to obtain CPP.

APPENDIX A

GRAPH A 1. COST PER PUPIL OF AREA BOARDS, AND WEIGHTED AVERAGE COST PER PUPIL IN 1967 ADJUSTED BY CHANGES IN CONSUMER PRICE INDEX FOR TORONTO

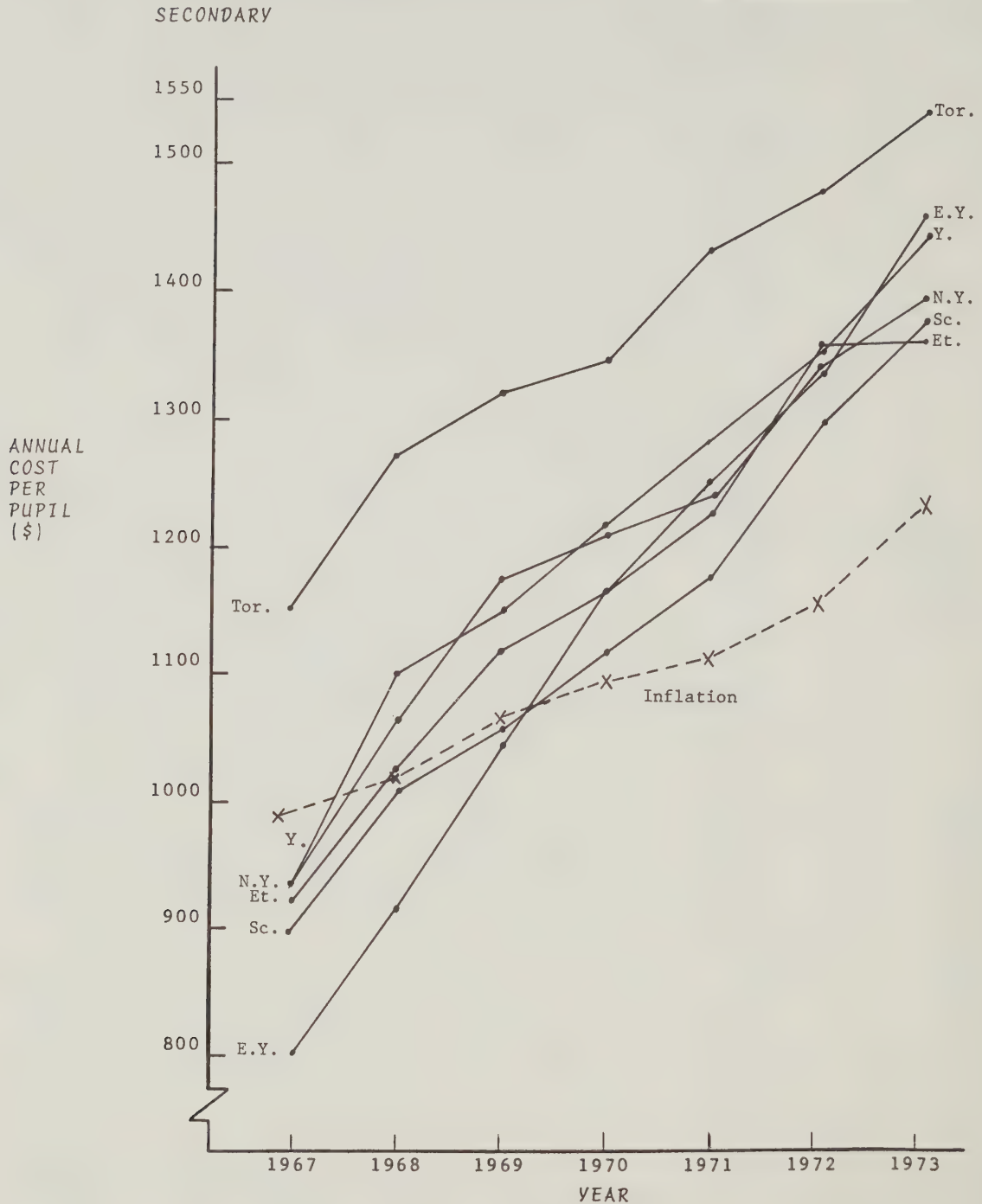


Sources: Table A3, Table A4

Note: 1. See Table A4 for Toronto Consumer Price Index.
2. Average cost per pupil in 1967 = Total Expenditure ÷ ADE = \$519.02

APPENDIX A

GRAPH A II. COST PER PUPIL OF AREA BOARDS, AND WEIGHTED AVERAGE COST PER PUPIL IN 1967 ADJUSTED BY CHANGES IN CONSUMER PRICE INDEX FOR TORONTO



Sources: Table A3, Table A4.

- Notes:
1. See Table A4 for Toronto Consumer Price Index.
 2. Average Cost Per Pupil in 1967 = Total Expenditure ÷ ADE = \$985.53
 3. Etobicoke 1972 includes \$55 per pupil for salary accrual adjustment.

APPENDIX A

TABLE A4. TORONTO CONSUMER PRICE INDEX (1961 = 100)

YEAR	TORONTO CONSUMER PRICE INDEX (1961 = 100)
1967	114.9
1968	119.3
1969	124.1
1970	127.3
1971	129.4
1972	134.7
1973	144.0

Sources: P17
Statistics Canada

APPENDIX A

TABLE A5. CONSTRUCTION OF THE TORONTO EDUCATION PRICE INDEX 1969-73

ELEMENTARY SCHOOLS

Year	Average Teachers' Salaries 1969		Average weekly Earnings 1969		Textbooks 1969		Firm Paper 1969		Fuel Oil 1969		Non-Residential Bldg. Materials 1969		General Wholesale Prices 1969		Toronto Educ. Price Index (Sum of Ind. Price Indices)
	PRICE INDEX	Wtd. PRICE INDEX	PRICE INDEX	Wtd. PRICE INDEX	PRICE INDEX	Wtd. PRICE INDEX	PRICE INDEX	Wtd. PRICE INDEX	PRICE INDEX	Wtd. PRICE INDEX	PRICE INDEX	Wtd. PRICE INDEX	PRICE INDEX	Wtd. PRICE INDEX	
1969	100.0	71.4	100.0	14.7	100.0	3.8	100.0	1.9	100.0	3.4	100.0	1.6	100.0	3.2	100.0
1970	109.9	78.5	109.2	16.1	96.5	3.7	102.0	1.9	102.1	3.5	102.7	1.6	101.4	3.2	108.5
1971	119.0	85.0	118.6	17.4	98.3	3.7	103.9	2.0	111.9	3.8	106.3	1.7	102.7	3.3	116.9
1972	125.8	89.8	127.7	18.8	104.4	4.0	106.4	2.0	118.8	4.0	112.8	1.8	109.9	3.5	121.2
1973	134.2	95.8	138.1	20.3	104.4	4.0	112.1	2.1	129.9	4.4	123.6	2.0	132.9	4.3	129.7

SECONDARY SCHOOLS

Year	Average Teachers' Salaries 1969		Average weekly Earnings 1969		Textbooks 1969		Firm Paper 1969		Fuel Oil 1969		Non-Residential Bldg. Materials 1969		General Wholesale Prices 1969		Toronto Educ. Price Index (Sum of Ind. Price Indices)
	PRICE INDEX	Wtd. PRICE INDEX	PRICE INDEX	Wtd. PRICE INDEX	PRICE INDEX	Wtd. PRICE INDEX	PRICE INDEX	Wtd. PRICE INDEX	PRICE INDEX	Wtd. PRICE INDEX	PRICE INDEX	Wtd. PRICE INDEX	PRICE INDEX	Wtd. PRICE INDEX	
1969	100.0	71.7	100.0	14.2	100.0	3.9	100.0	1.9	100.0	3.1	100.0	1.1	100.0	4.1	100.0
1970	109.0	78.2	109.2	15.5	103.0	4.0	102.0	1.9	102.1	3.2	102.7	1.1	101.4	4.2	108.5
1971	118.2	84.7	118.6	16.8	112.3	4.4	103.9	2.0	111.9	3.5	106.3	1.2	102.7	4.2	116.9
1972	125.2	89.8	127.7	18.1	113.4	4.4	106.4	2.0	118.8	3.7	112.8	1.2	109.9	4.5	121.2
1973	132.2	95.5	138.1	19.6	113.1	4.4	112.1	2.1	129.9	4.0	123.6	1.4	132.9	5.4	129.7

Source: P47

Note: Variation in the figures in the last column from the total Wtd. Price Indices due to recent improvement in data.

TABLE A6. SCHEDULE OF AVERAGE DAILY ENROLMENT FOR CALENDAR YEARS 1970 THROUGH 1973, AREA BOARDS.^a

ELEMENTARY

BOARD	TOTAL 1970	TOTAL 1971	1972 RES. INTERNAL	1972 NON RESIDENT	1973 PROJECTED RES. INTERNAL	1973 PROJECTED NON RESIDENT	1973 ACTUAL RES. INTERNAL	1973 ACTUAL NON RESIDENT	1973 ACTUAL ADJUSTED FOR DECLINING ENROLMENT
East York	8,886	9,101	9,200	2	9,305	3	9,304	3	9,304
Etobicoke	38,520	37,978	37,068	9	35,688	4	35,701	8	36,111
North York	67,116	66,706	65,855	159	65,306	159	65,054	151	65,294
Scarborough	54,062	54,232	54,249	2	54,218	2	53,963	0	54,049
Toronto	68,881	68,466	66,207	114	62,813	79	61,968	133	63,240
York	15,113	15,247	14,848	0	14,254	0	14,100	0	14,324
TOTAL	252,578	251,730	247,427	286	241,584	247	240,090	295	242,322

SECONDARY

East York	3,706	3,785	3,926	1	4,097	1	4,129	0	4,129
Etobicoke	20,484	21,385	21,791	11	21,930	11	21,927	6	21,927
North York	31,465	33,363	33,780	257	34,102	255	34,167	239	34,167
Scarborough	24,515	26,552	27,563	7	28,358	7	28,450	4	28,450
Toronto	37,512	37,436	37,369	26	36,987	26	37,121	14	37,195
York	7,575	7,965	8,030	3	8,088	3	8,091	2	8,091
TOTAL	125,257	130,486	132,459	305	133,562	303	133,885	265	133,959

^a For 1970 the ADE was calculated upon Perfect Aggregate Attendance; for 1971 through 1973, ADE is defined as 30% of the enrolment in January and April plus 40% of the enrolment in September; ADE includes Adult Day Classes, Summer School, Night School.

Source: M.T.S.B. Statistical Submission (S1).

APPENDIX A

TABLE A7. ALLOCATION OF STAFF IN VARIOUS CATEGORIES PER 1,000 STUDENTS, ELEMENTARY AND SECONDARY COMBINED

	EAST YORK					ETOBICOKE					NORTH YORK				
	1969	1970	1971	1972	1973	1969	1970	1971	1972	1973	1969	1970	1971	1972	1973
Instruction															
Super. & Admin.	2.19	2.14	2.10	1.98	1.57	2.24	2.27	1.79	1.73	1.67	2.16	2.18	1.86	2.09	1.59
Day School - Regular	50.84	51.46	50.68	50.58	48.26	47.22	48.93	49.27	48.03	44.94	50.85	49.58	49.33	48.79	45.92
- Spec. Ed.	1.78	2.14	2.02	1.98	2.01	3.28	3.51	3.44	3.77	3.85	2.58	3.04	3.34	3.80	3.44
Adult Ed., Special Courses															
School Office	2.68	2.86	2.79	2.74	2.69	3.30	3.47	3.27	3.28	3.33	4.24	4.12	3.98	4.03	4.03
SUBTOTAL	57.49	58.60	57.59	57.28	54.53	56.04	58.18	57.77	56.81	53.79	59.83	58.92	58.51	58.80	55.07
Ed. Services	3.16	3.57	3.34	3.05	2.54	2.10	2.29	2.16	2.26	2.24	1.66	1.92	1.76	1.85	1.63
Pupil Welfare	.08	.08	.08	.08	.07	.28	.29	.27	.31	.26	.59	.60	.11	.10	.09
Business Admin., Computers	1.22	1.51	1.47	1.37	1.27	1.96	2.03	1.87	1.90	1.84	2.04	2.07	1.99	1.99	1.92
Plant Operations	8.76	8.89	8.46	8.07	7.68	7.24	7.49	7.28	7.39	7.62	8.96	9.30	9.09	9.30	9.32
Plant Maintenance	1.22	1.11	1.09	.99	.90	1.41	1.37	1.33	1.26	1.27	2.98	2.59	2.54	2.11	2.11
TOTAL STAFF PER 1000 PUPILS	71.93	73.76	72.03	70.84	66.99	69.03	71.65	70.68	69.93	67.02	76.06	75.40	74.00	74.15	70.14
	SCARBOROUGH					TORONTO					YORK				
	1969	1970	1971	1972	1973	1969	1970	1971	1972	1973	1969	1970	1971	1972	1973
Instruction															
Super. & Admin.	1.41	1.48	1.79	1.45	1.40	1.47	1.60	1.40	1.24	1.38	1.56	1.63	1.59	1.62	1.66
Day School - Regular	47.84	49.09	47.06	49.41	46.33	49.68	49.51	50.07	49.27	47.83	49.21	53.55	54.37	55.72	52.54
- Spec. Ed.	2.51	2.67	2.87	2.93	3.43	6.41	7.41	7.60	7.87	8.52	2.32	2.07	2.02	2.10	2.33
Adult Ed., Special Courses						.15	.20	.26	.27	.28					
School Office	3.12	3.27	3.21	3.41	3.38	3.42	3.17	3.18	3.25	3.27	3.58	3.53	3.45	3.50	3.67
SUBTOTAL	54.88	56.51	54.93	57.20	54.54	61.13	61.89	62.51	61.90	61.28	56.67	60.78	61.43	62.94	60.20
Ed. Services	1.59	1.76	1.76	1.87	1.85	1.86	3.41	2.91	2.83	2.95	1.79	2.03	2.20	2.14	2.33
Pupil Welfare	.05	.05	.05	.06	.06	.37	.45	.94	.95	.71	.18	.18	.17	.17	.18
Business Admin., Computers	2.27	1.92	1.81	1.80	1.78	2.64	2.93	2.83	2.60	2.51	2.68	2.86	2.80	2.84	2.82
Plant Operations	8.54	8.59	8.48	8.69	8.61	10.39	10.51	10.26	9.82	9.50	9.39	9.87	9.65	9.88	9.71
Plant Maintenance	.98	1.03	1.05	1.01	1.01	5.62	5.76	4.88	4.98	4.51	4.65	4.85	4.74	4.46	4.74
TOTAL STAFF PER 1000 PUPILS	68.31	69.86	68.08	70.63	67.85	82.01	84.95	84.33	83.08	81.46	75.36	80.57	80.99	82.43	79.98

Source: M.T.S.B. Statistical Submission (S1)

Note: No. of staff X 1000 divided by total ADE to obtain staff per 1000 students.

APPENDIX B

INDEXES OF THE COMMISSION'S SOURCE MATERIALS

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IX	Index of Tables, Graphs and Maps in Chapters I-VII	309

APPENDIX B I

BRIEFS SUBMITTED TO THE MINISTERIAL COMMISSION

- J1 The Board of Education for the Borough of North York, on the subject of Special Education, 5050 Yonge Street, Willowdale, Ontario, M2N 5N8.
- J2 The Board of Education for the Borough of Scarborough, Scarborough Civic Centre, 140 Borough Drive, Scarborough, Ontario, M1P 4N6.
- J3 Mr. R. E. Jones, 107 Pine Glen Road, Toronto, Ontario, M4E 1K8.
- J4 Mr. W. C. Farrow, Trustee, Ward 5, the Board of Education for the Borough of Etobicoke, c/o 88-11th Street, Toronto 14, Ontario.
- J5 The Board of Education for the Borough of East York, 840 Coxwell Avenue, Toronto, Ontario, M4C 2V3.
- J6 Combined Parent-Teacher Groups in Scarborough, c/o Ms. P. M. Bergman, 44 McGregor Road, Scarborough, Ontario, M1P 1C8.
- J7 The Board of Education for the Borough of Etobicoke, Etobicoke Civic Centre, Etobicoke, Ontario, M9C 2B3.
- J8 Toronto Board of Education Libraries, Mr. F. E. Gattinger, Director of Libraries, 155 College Street, Toronto, Ontario, M5T 1P6.
- J9 Toronto District 15, Ontario Secondary School Teachers' Federation, Mr. K. B. O'Connor, Executive Secretary, 1554 Yonge Street, Suite 205, Toronto, Ontario, M4T 1Z7.

- J10 Canadian Union of Public Employees, Mr. A. Riseley, Director, Ontario Region, 15 Gervais Drive, 5th floor, Don Mills, Ontario, M3C 1Y8.
- J11 Toronto Teachers' Federation, Mr. C. Wooding, President, c/o Brant Public School, 20 Brant Street, Toronto, Ontario, M5V 2M1.
- J12 The Board of Education for the Borough of North York, 5050 Yonge Street, Willowdale, Ontario, M2N 5N8.
- J13 The Board of Education for the City of Toronto, 155 College Street, Toronto, Ontario, M5T 1P6.
- J14 John Ross Robertson Home and School, Miss M. Langford, President, c/o John Ross Robertson School, 130 Glengrove Avenue West, Toronto, Ontario, M4R 1P2.
- J15 Mr. D. L. Shanoff, Trustee, Ward 4, Board of Education for the City of Toronto, c/o 60 Southport Street, Toronto, Ontario, M6S 3N4.
- J16 Communist Party of Canada, Metropolitan Toronto Committee, Mr. N. Clarke, Chairman, 24 Cecil Street, Room 1, Toronto, Ontario, M5T 1N2.
- J17 Mrs. A. Anderson, Trustee, Ward 4, Board of Education for the Borough of Etobicoke, c/o 11 Fiesta Lane, Toronto, Ontario, M8Y 1V3.
- J18 The Metropolitan Toronto School Board, 155 College Street, Toronto, Ontario, M5T 1P6.
- J19 The Board of Education for the Borough of York, 2 Trethewey Drive, Toronto, Ontario, M6M 4A8.
- J20 Canadian Book Publishers' Council, Mr. T. Ball, Deputy Director, 45 Charles Street East, Suite 701, Toronto, Ontario, M4Y 1S2.
- J21 North York Elementary Teachers' Federation, c/o Mrs. J. Kennedy, 51 St. Leonard's Crescent, Toronto, Ontario, M4N 3A7.

- J22 Etobicoke Home and School Council,
c/o Mrs. J. Anderson, 44 Hallow Crescent,
Rexdale, Ontario, M9W 2V9.
- J23 North York Education and Community Council,
Mrs. H. Gordon, President, c/o 225 Ruth Avenue,
Willowdale, Ontario, M2M 2J1.
- J24 Mr. H. P. Koehler, Trustee, Ward 9, Board of
Education for the Borough of North York,
c/o 261 Yonge Boulevard, Toronto, Ontario,
M5M 3J1.
- J25 Scarborough Women Teachers' Association and
Scarborough District Ontario Public School Men
Teachers' Federation, c/o Mrs. J. Milovanovic,
Walter Perry School, 45 Falmouth Avenue,
Scarborough, Ontario, M1K 4M7.
- J26 Etobicoke District 12, Ontario Secondary School
Teachers' Federation, Mr. E. C. Reeves, District
Secretary, c/o Thistletown Collegiate,
20 Fordwich Crescent, Rexdale, Ontario, M9W 2T4.
- J27 Metropolitan Toronto Association for the Mentally
Retarded, Mrs. R. A. Tarshis, 186 Beverley
Street, Toronto, Ontario, M5T 1Z2.
- J28 Ward 10 Interested Parents, Mr. R. W. Butler,
Chairman, c/o 47 Colin Avenue, Toronto, Ontario,
M5P 2B8.
- J29 Mr. W. Nobleman, c/o Saturday Night, 52 St. Clair
Avenue East, Toronto, Ontario, M4T 1N4.
- J30 Ontario Public School Men Teachers' Federation,
Mr. H. Pinkerton, Deputy Secretary-Treasurer,
1260 Bay Street, Room 212, Toronto, Ontario,
M5R 2B7.
- J31 District 16, Ontario Secondary School Teachers'
Federation, c/o Mr. J. A. Anderson, Principal,
Stephen Leacock Collegiate, 2450 Birchmount
Road, Agincourt, Ontario, M1T 2M5.

- J32 Etobicoke Secondary School Principals' Association, c/o Mr. M. F. Lafratta, Principal, Thistletown Collegiate Institute, 20 Fordwich Crescent, Rexdale, Ontario, M9W 2T4.
- J33 Ontario Secondary School Teachers' Federation, 1260 Bay Street, 4th floor, Toronto, Ontario, M5R 2B9.
- J34 Alliance of Provincial Voluntary Agencies Involved in Services to Children, Mrs. P. MacKay, Alliance Chairman, c/o Ontario Welfare Council, 22 Davisville Avenue, Toronto, Ontario, M4S 1E9.
- J35 Ontario Teachers' Federation, Mr. W. Jones, Deputy Secretary-Treasurer, 1260 Bay Street, Suite 700, Toronto, Ontario, M5R 2B3.
- J36 Etobicoke Teachers' Federation, c/o Miss E. Bulmer, Millwood Junior School, 222 Mill Road, Etobicoke, Ontario, M9C 1Y2.
- J37 Mr. G. McCleary, Trustee, Ward 5, Board of Education for the Borough of North York, 5050 Yonge Street, Willowdale, Ontario, M2N 5N8.
- J38 Mr. J. Bonham, Trustee, Ward 1, Board of Education for the City of Toronto, 155 College Street, Toronto, Ontario, M5T 1P6.
- J39 Mr. W. J. McCordic, c/o 252 Bloor Street West, Suite 804, Toronto, Ontario, M5S 1V5.
- J40 Dellcrest Children's Centre, Mr. R. C. Shaw, Executive Director, 1651 Sheppard Avenue West, Downsview, Ontario, M3M 2X4.
- J41 Bureau of Municipal Research, Mr. C. K. Bens, Executive Director, 4 Richmond Street East, Suite 406, Toronto, Ontario, M5C 1M6.
- J42 Hillcrest School and Parent Association, Mrs. P. Bonnycastle, President, Hillcrest Junior Elementary School, 1339 Bathurst Street, Toronto, Ontario, M5R 3H6.

APPENDIX B II

PUBLIC HEARINGS IN SUPPORT OF SUBMISSIONS TO THE MINISTERIAL COMMISSION

October 9, 1973

Canadian Union of Public Employees
North York Education and Community Council

October 15, 1973

Board of Education for the Borough of East York

October 16, 1973

Ward 10 Interested Parents
Toronto Board of Education Libraries
Canadian Book Publishers' Council
Metropolitan Toronto School Board

October 18, 1973

Board of Education for the Borough of Scarborough

October 29, 1973

Board of Education for the Borough of Etobicoke

October 30, 1973

District 16, Ontario Secondary School Teachers'
Federation, Scarborough
Ontario Public School Men Teachers' Federation
North York Elementary Teachers' Federation
Mr. D. Shanoff

November 5, 1973

Board of Education for the Borough of North York

November 6, 1973

Toronto Teachers' Federation

Mr. C. Farrow

District 15, Ontario Secondary School Teachers'
Federation, Toronto

Communist Party of Canada

November 13, 1973

Alliance of Provincial Voluntary Agencies Involved
in Services to Children

Mr. W. Nobleman

Scarborough Elementary School Teachers

Etobicoke Home and School Council

November 15, 1973

Board of Education for the City of Toronto

November 19, 1973

Board of Education for the Borough of York

November 21, 1973

Ontario Teachers' Federation

Ontario Secondary School Teachers' Federation

Etobicoke Teachers' Association

APPENDIX B III

ADDITIONAL MEETINGS OF THE MINISTERIAL COMMISSION

In addition to the formal Briefs and Public Hearings, the Commission would like to acknowledge the contribution of the following individuals, groups, and organizations who met with the Commissioners.

October 31, 1973

Advisory Council of Directors, Metropolitan Toronto School Board, 155 College Street, Toronto, Ontario, M5T 1P6.

December 11, 1973

Mr. W. J. McCordic, c/o 252 Bloor Street West, Suite 804, Toronto, Ontario, M5S 1V5.

December 12, 1973

Bureau of Municipal Research, Mr. C. K. Bens, Executive Director, and Miss P. Johnston, 4 Richmond Street East, Suite 406, Toronto, Ontario, M5C 1M6.

January 18, 1974

District 15, Ontario Secondary School Teachers' Federation, Mr. S. Crumpton, 1554 Yonge Street, Suite 205, Toronto, Ontario, M4T 1Z7.

January 21, 1974

Mr. D. W. Balmer, Assistant Area Superintendent, Area 3, Toronto Board of Education, 22 Orde Street, Toronto, Ontario, M5T 1N7.

Mr. D. Shuttleworth, Office of the Director, Toronto Board of Education, 155 College Street, Toronto, Ontario, M5T 1P6.

Mr. B. Quinn, Superintendent, Area 6, Toronto Board of Education, 40 Erskine Avenue, Toronto, Ontario, M4P 1Y2.

January 23, 1974

Mr. A. R. Aird, Partner In Charge, P.S. Ross & Partners, Management Consultants, 200 University Avenue, Toronto, Ontario, M5H 3C8.

Mr. R. Hall, Acting Director of Education, York County Board of Education, Box 40, Aurora, Ontario.

January 28, 1974

Mr. T. D. Boone, former Director of Education for the Etobicoke Board of Education, 21 Blair Athol Crescent, Islington, Ontario, M9A 1X6.

January 29, 1974

Mr. R. E. Jones, former Director of Education for the Toronto Board of Education, 107 Pine Glen Road, Toronto, Ontario, M4E 1K8.

January 30, 1974

Dr. E. N. McKeown, Associate Director of Education, Toronto Board of Education, 155 College Street, Toronto, Ontario, M5T 1P6.

January 31, 1974

Dr. R. J. Christie, 1920 Weston Road, Suite 216, Weston, Ontario.

February 4, 1974

The Honourable T. L. Wells, Minister of Education, 22nd floor, Mowat Block, Queen's Park, Toronto, Ontario, M5S 1Z1.

February 6, 1974

Dr. J. R. McCarthy, Executive Director, Committee on the Costs of Education in the Elementary and Secondary Schools of Ontario, 252 Bloor Street West, 9th floor, Toronto, Ontario, M5S 1V5.

February 7, 1974

Dr. T. Williams, Acting Chairman, Department of Educational Administration, Ontario Institute for Studies in Education, 252 Bloor Street West, Toronto, Ontario, M5S 1V5.

February 11, 1974

Mr. G. H. Waldrum, Deputy Minister, Ministry of Education, 22nd floor, Mowat Block, Queen's Park, Toronto, Ontario, M5S 1Z1.

Mr. H. K. Fisher, Assistant Deputy Minister, Education Administration Division, Ministry of Education, 22nd floor, Mowat Block, Queen's Park, Toronto, Ontario, M5S 1Z1.

Mr. T. E. Joyce, Executive Assistant to the Assistant Deputy Minister, Education Administration Division, Ministry of Education, 22nd floor, Mowat Block, Queen's Park, Toronto, Ontario, M5S 1Z1.

February 11, 1974 (continued)

Mr. L. E. Maki, Regional Director of Education,
Central Ontario Region, Suite 3201, 2025 Sheppard Avenue
East, Willowdale, Ontario, M2J 1W4.

Mr. G. D. Spry, Director, School Business and Finance Branch,
Ministry of Education, 21st Floor, Mowat Block, Queen's Park,
Toronto, Ontario, M5S 1Z1.

The invitations to Mr. R. Nixon, M.P.P., and Mr.
S. Lewis, M.P.P., to meet with the Commissioners were
declined.

APPENDIX B IV

PUBLIC HEARINGS - INDEX OF TAPE REELS

<u>Date</u>	<u>Reel No.</u>	<u>Subjects</u>
Oct. 9/73	1 & 2	- Canadian Union of Public Employees (RIS1, RIIS2) - North York Education & Community Council (RIS3) (RIIS4 - blank)
Oct. 15/73	3 & 4 5, 6, 7 & 8 (Stereo) (Duplicate)	- East York Board of Education - East York Board of Education
Oct. 16/73	9 & 10	- Ward #10 Interested Parents (RIS1) - Toronto Board of Education Libraries (RIIS2 - half) - Canadian Book Publishers' Council (RIIS2 - 2nd half) (RIS3, RIIS4 - blank)
Oct. 16/73	11, 12, 13, 14 & 15	- Metropolitan Toronto School Board
Oct. 18/73	16 & 17	- Scarborough Board of Education
Oct. 29/73	18 & 19	- Etobicoke Board of Education
Oct. 29/73	20, 21, 22, 23 & 24	- Etobicoke Board of Education
Oct. 30/73	25, 26 & 27	- District 16, O.S.S.T.F. Scarborough (RIS1, RIIS2 - half) - Ontario Public School Men Teachers' Federation (2nd half - RIIS2, RIS3)

<u>Date</u>	<u>Reel No.</u>	<u>Subjects</u>
Oct. 30/73	25, 26 & 27	- North York Elementary Teachers' Federation (RIIS4, RIIIS5) - Mr. D. Shanoff (RIIIS6)
Nov. 5/73	28, 29 & 30 ($\frac{1}{4}$ Track) (Duplicate)	- North York Board of Education - North York Board of Education
Nov. 6/73	31 (Duplicate) 32, 33 & 34	- Toronto Teachers' Federation (RI) - Toronto Teachers' Federation (RIS1, RIIS2) - Mr. C. Farrow (RIS3) - District 15, O.S.S.T.F. Toronto (RIIS4, RIIIS5 - half) - Communist Party of Canada (RIIIS5 - half, RIIIS6)
Nov. 13/73	35, 36 & 37	- Alliance of Provincial Voluntary Agencies Involved in Services to Children (RIS1) - Mr. W. Nobleman (RIS2, RIIS3 - half) - Scarborough Elementary School Teachers (RIIS3 - half, RIIIS4) - Etobicoke Home & School Council (RIIS5, RIIIS6)
Nov. 15/73	38, 39 & 40	- Toronto Board of Education
Nov. 19/73	41, 42 & 43	- Borough of York Board of Education
Nov. 21/73	44, 45 & 46	- Ontario Teachers' Federation (RIS1, RIIS2) - Ontario Secondary School Teachers' Federation (RIS3, RIIS4 - half) - Etobicoke Teachers' Association (RIIS4 - half, RIIIS5) (RIIIS6 - blank)

Legend:

All tapes were recorded on a monaural machine. Without exception, 5 inch reels were used at a recording speed of 3 3/4 IPS. On a few occasions when recording conditions were less than ideal, two machines with separate microphone hookups were utilized. As a result, duplicate tapes exist for certain Hearings. In the coding of the tapes, the Letter "R" stands for "Reel", and the letter "S" for the "Flip-side". Thus RIIS3 indicates Reel II, Side 3, of the series of tapes covering the Public Hearings for one day.

Tape recordings of the Public Hearings were made in lieu of typed verbatim transcripts, in an effort to save the thousands of dollars a Hansard type of record would have cost. This saving did not cause any sacrifice in the accuracy of the records, especially since Commissioners and staff were present and took extensive personal working notes throughout the Hearings.

APPENDIX B V

INFORMAL MEETINGS - INDEX OF TAPE REELS

<u>Date</u>	<u>Reel No.</u>	<u>Subjects</u>
Sept. 27/73	A1, A2 & A3	- Metro Board of Education Metro Statistical Submission (RIS1 & 2, RIIS3) Meeting with Mr. S. MacKinlay and Mr. J. Murray
Sept. 28/73	A1, A2 & A3	- Metro Board of Education Metro Statistical Submission (RIIS4, RIIS5 & 6) Meeting with Mr. S. MacKinlay and Mr. J. Murray
Dec. 11/73	A4, A5 & A6	- Meeting with Mr. W. McCordic (RIS1 & 2, RIIS3 & 4, RIIS5)
Dec. 12/73	A7 & A8	- Bureau of Municipal Research (RIS1, RIIS2) Meeting with Mr. C. K. Bens and Miss P. Johnston
Jan. 16/74	A9	- Meeting with Mr. W. McCordic
Jan. 18/74	A10	- District #15, O.S.S.T.F., Toronto, Re: Class Size Meeting with Mr. S. Crumpton, Mr. S. Rodgers and Mrs. J. Schaffenberg
Jan. 21/74	A11	- Toronto Board of Education, Re: Inner City Schools Meeting with Mr. D. Shuttleworth, Mr. D. Balmer and Mr. B. Quinn
Jan. 23/74	A12 & A13	- Organization Study Task Force Meeting with Mr. A. R. Aird and Mr. R. Hall

<u>Date</u>	<u>Reel No.</u>	<u>Subjects</u>
Jan. 28/74	A14	- A Modified 2-Tier Plan From the Director's Viewpoint Meeting with Mr. T. Boone
Jan. 29/74	A15	- A Modified 2-Tier Plan From the Director's Viewpoint Meeting with Mr. R. Jones
Jan. 30/74	A16	- Family of Schools Meeting with Dr. E.N. McKeown
Jan. 31/74	A17	- Meeting with Dr. R.J. Christie
Feb. 6/74	A18	- Meeting with Dr. J.R. McCarthy
Feb. 7/74	A19	- Meeting with Dr. T. Williams

APPENDIX B VI

MASTER FILE INDEX

All the information received by the Commission and subsequent analyses of the data are coded into seventeen general categories to facilitate access to the Master File. These documents were systematically distributed among the Commissioners.

Explanation of Code

Each source article has been assigned a capital letter to indicate its category; the number following the letter refers to the order in which this document was received by the Commission. The following are the general categories found in the Index.

- A. STUDENT POPULATION
- B. POPULATION CHARACTERISTICS
- C. INSTRUCTIONAL PERSONNEL
- D. MEMOS TO THE COMMISSIONERS FROM
COMMISSION STAFF
- E. METRO PERSONNEL, FAMILIES OF SCHOOLS,
ATTENDANCE AREAS
- F. FINANCIAL DATA
- G. PUPIL-TEACHER RATIOS
- H. LEGAL DOCUMENTS
- I. OTHER TWO-TIER SYSTEMS & U.S.A.
- J. BRIEFS SUBMITTED TO THE COMMISSION
- K. METRO GOVERNANCE, FACILITIES
- L. NEWSPAPER AND PERIODICAL ARTICLES
- M. STANDARD PUBLICATIONS, DIRECTORIES
- N. BOOKS, RESEARCH PAPERS, ARTICLES
- P. ONTARIO STATISTICS AND INFORMATION
- Q. COMMISSION'S REPORT - ORGANIZATION
- S. METROPOLITAN TORONTO SCHOOL BOARD
STATISTICAL SUBMISSION

Example (N21): N - indicates the section BOOKS, RESEARCH PAPERS, ARTICLES

21 - the twenty-first document received under this category.

This particular item is entitled "The Perils of Bigness: The Case Against Large School Districts", by Peter Coleman.

MASTER FILE INDEX

A. STUDENT POPULATION

- A1 Ontario Institute for Studies in Education, Department of Educational Planning. Secondary School Enrolment Projections, Table 54, June 1972.
For Metropolitan Toronto, 1972 through 1981, grades 9-13.
- A2 Ontario Institute for Studies in Education, Department of Educational Planning. Elementary School Enrolment Projections, Table 162, June 1972.
For Metropolitan Toronto public schools, 1972 through 1981, grades 1-10.
- A3 Ontario Institute for Studies in Education, Department of Educational Planning. Elementary School Enrolment Projections, Table 163, June 1972.
For Metropolitan Toronto separate schools, 1972 through 1981, grades 1-10.
- A4 Ontario Institute for Studies in Education, Department of Educational Planning. Elementary School Enrolment Projections, Table 164, June 1972.
For Metropolitan Toronto public and separate schools, 1972 through 1981, grades 1-10.
- A5 Ontario Department of Education. Secondary School Enrolment by School within Board within County within Region and Private School Enrolment by School within County within Region. (Tables)
Enrolments as of September 1968, 1969, 1970, 1971, 1972.
(Documents returned to Planning and Research Branch, Ministry of Education)

- A6 Ontario Department of Education. Roman Catholic Separate School Enrolment by School within Board and County or District or Regional Municipality. (Tables)
 Enrolments as of September 1968, 1969, 1970, 1971, 1972.
 (Documents returned to Planning and Research Branch, Ministry of Education)
- A7 Ontario Department of Education. Public School Enrolment by School within Board and County or District or Regional Municipality and Education Region. (Tables)
 Enrolments as of September 1968, 1969, 1970, 1971, 1972.
 (Documents returned to Planning and Research Branch, Ministry of Education)
- A8 Commission Staff. Metropolitan Toronto School Enrolment, July 13, 1973. (Table)
 Summary of Enrolment, by Board, Panel, Divisions, Grades, Special Education; Number of Schools, Number of Teachers, extracted from The Report of the Minister of Education, 1971.
- A9 The Metropolitan Toronto School Board. Schedule of Average Daily Enrolment for Calendar Years 1967 to 1972 and Projected 1973, April 9, 1973. (Table)
 Includes all students attending schools in the Metropolitan Toronto school system, by board, by panel.
- A10 Commission Staff. Average Daily Enrolment for Calendar Years 1967 to 1972, Area Boards, July 25, 1973. (Graph)
 Includes all students attending schools in the Metropolitan Toronto System, based on data from A9.
- A11 Commission Staff. Metropolitan Toronto Real and Projected Enrolments for Elementary and Secondary Schools, 1967 to 1981, July 25, 1973. (Graph)
 Based on data from A1, A2 and A9, lists Metro totals by panel.

- A12 Commission Staff. Metropolitan Toronto Public and Secondary School Enrolment, September 1972. (Table)
Summary Enrolment by Grade, from data by school for all Ontario, extracted from A5 and A7 and the Report of the Minister of Education, 1972.
- A13 Crossley, J. K. "Enrolment Data", August 3, 1973. (Memo)
To board officials in charge of school program; enrolment by subject.
- A14 Ontario Public School Men Teachers' Federation.
Summary: Survey re Students for English as a Second Language Program, February 1973. (Table)
Shows number of students identified and in classes by board.
- A15 The Metropolitan Toronto School Board. June 1973 Enrolment, October 30, 1973. (Table)
Enrolments in Occupational and Special Vocational Schools by board.
- A16 The Metropolitan Toronto School Board. The Metropolitan Toronto Schools for Retarded Children, Summary Report of Enrolment 1973-74. (Table)
Enrolments by school; resident location of students as at September 30, 1973.
- A17 Committee on the Needs and Accommodation for the Deaf. "Report of the Committee on the Needs and Accommodation for the Deaf", September 13, 1973.
- A18 Board of Education for the Borough of York. Roman Catholic Enrolment in the Public Schools as of September 20, 1972, November 14, 1973. (Table)
- A19 Board of Education for the City of Toronto. Inner City Schools, Enrolment, September 30, 1973. (Table)
Enrolment by grade by elementary school.
- A20 Commission Staff. Enrolment Projections, Area Boards of Education, 1973-1984, September 1973. (Graphs)

- A21 The Metropolitan Toronto School Board. Summary Report of Enrolment 1972-1973, Schools for Retarded Children; October 1972 Enrolment Reports, Area Boards, November 13, 1972. (Tables)
- A22 The Metropolitan Toronto School Board. Enrolment Projections from 1974-1978, February 5, 1974. (Table)
 For elementary and secondary schools in Metropolitan Toronto.
- A23 "Total enrolments still on the decline". Newsletter (Canadian Education Association) December 1973, p. 1.
- A24 Ontario, Ministry of Education, Planning and Research Branch. Summary of September Reports of Area Boards 1972, February 5, 1974. (Tables)
 Enrolments, Transfers, Admissions, Retirements, Number of Teachers for Area Boards.
- A25 Board of Education for the Borough of Scarborough. Ten Year Projection, August 15, 1973. (Table)
 Enrolment projections for elementary and secondary schools to 1983.
- A26 Board of Education for the City of Toronto. "Five-Year Enrolment Projection", February 18, 1974. (Report)
 Shows projected decline in elementary and secondary schools from 1974-1978.
- See also: G5, Summary of Enrolment and Staff Data
 C1, Staff Allocation - Data Summary
 K16, Capital Program Projections and Enrolment Projections
 Section E for School Enrolments

B. POPULATION CHARACTERISTICS

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- D1 "Materials Received", July 11, 1973.
- D2 "Material from Metro", July 18, 1973.
- D3 "Mr. K. Koyama, Trustee of East York and Dr. Norman Baird of York University", July 25, 1973.
- D4 "Response to your letter requesting Area Boards to describe their unique or exemplary programs", July 26, 1973.
- D5 "Ontario Fire Regulations", August 1, 1973.
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- D7 "Letter and visit of R. Harshaw", August 29, 1973.
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- D10 "Fair Wage Schedule", October 19, 1973.
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- D17 "The Mini Computer Terminal at the Peel County Board of Education", January 31, 1974.
- D18 "Supplement to F52", February 1, 1974.
- D19 "Change of Code Numbers", February 8, 1974.
- D20 "(a) Financial Staffs at M.T.S.B., York County, Peel County, Etobicoke, Scarborough, (b) Etobicoke's and Scarborough's perceptions of equity, (c) Change in Financial Staff since Bill 81", February 18, 1974.
- D21 "(A) The Capital Allotment Fund, (B) The Funding of the School Administration Buildings", February 18, 1974.
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- D24 "Format for Bibliography of Master Index", February 27, 1974.
- D25 "(A) Rental of School Facilities, (B) Surpluses, (C) Total Metro Expenditures (1954-1973), (D) 1) Percentage of Ontario Students in Metropolitan Toronto; 2) Percentage of Ontario Population", March 1, 1974.
- D26 "Number of Offenders", March 6, 1974.
- D27 "Number of Public Housing Units O.H.C.", March 7, 1974.

- D28 "Adjustment to 1973 Composite Estimates", March 15, 1974.
- D29 "1. Separate School Trustees; 2. Present value of buildings and contents; 3. Reserve for working funds; 4. Two-mill levy", March 19, 1974.
- D30 "The Number of Trustees Elected to the Area Boards of Education", March 28, 1974.
- D31 "Boundary Proposals", March 29, 1974. (Maps attached)
- D32 "Declining Enrolments and Staff Reductions and Use of School Facilities", April 1, 1974.
- D33 "(1) Elementary School Teachers With and Without Degrees; (2) Secondary School Teachers With and Without Type A", April 18, 1974.
- D34 "French A.D.E.", April 19, 1974.

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- E1 Ontario, Ministry of Education. School Board Membership, January-February 1973. (Table)
Name of each trustee, Number of Years in office, Occupation, Area Represented; M.T.S.B. and Area Boards.
- E2 Commission Staff. 1973, Part II Salaries; Metropolitan Toronto - Area Boards of Education. (Table)
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- E3 Commission Staff. Structure of Trustee Representation in Metropolitan Toronto, November 12, 1973. (Table)
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- E4 The Metropolitan Toronto School Board. Letter from A. G. Gillespie, re structure and personnel of the various committees at Metro, November 15, 1973. Enclosed table lists committee members for 1973.

- E5(a) Board of Education for the Borough of North York.
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- E5(b) Board of Education for the Borough of North York.
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- E6(a) Board of Education for the Borough of East York.
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- E6(b) Board of Education for the Borough of East York.
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- E11 Board of Education for the Borough of East York.
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- E15 Board of Education for the Borough of Scarborough. Public and Junior Public School Attendance Areas, 1972-1973. (Map)
- E16 Board of Education for the Borough of Scarborough. Enrolment by School, December 1973. (Table)
- E17 Board of Education for the City of Toronto. Public School Attendance Areas, Secondary School Locations, 1974. (Map)
- E18 Board of Education for the City of Toronto. Enrolment by school, September 30, 1973.
- E19 Board of Education for the Borough of Etobicoke. Letter from J. E. Baker with enclosed map and table, February 18, 1974.
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- E20 The Metropolitan Toronto School Board. Organizational Structure of the M.T.S.B., March 1974.
Diagram shows all positions and names of staff members.

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- F4 Ontario, Ministry of Education. 1973 Grant Weighting Factors for Metro and Defined Cities, February 6, 1973. (Table)
- F5 Ontario, Ministry of Education. "1973 Weighting Factors; Grant Purposes, Expenditure Purposes". Formulae describe the calculation of each weighting factor.
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- F7(b) Extract from F7(a) summarizes Area Boards and Defined City Boards.
- F8 Ontario, Ministry of Education. Grant and Expenditure Weighting Factors for General Legislative Grants for 1973, February 6, 1973. (Tables)
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- F9 Commission Staff. "Sources of Funds Available to the Metropolitan Toronto School Board within the Existing Grant Structure", August 10, 1973.
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- F37 The Metropolitan Toronto School Board. Salary and Fringe Benefit Agreement for the 1973-74 and 1974-75 School Years between The Boards of Education, The School Board and the Secondary School Teachers in Metropolitan Toronto. November 30, 1973. (See also F41)
- F38 The Metropolitan Toronto School Board. Merit Plan, December 1973. (Table)
 Indicates which boards are on Merit Plan, by panel.

- F39 Commission Staff. 1969 Constant Dollars Based
 on Education Index. (Graph)
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- F40 The Metropolitan Toronto School Board. "Prelimi-
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- F42 Commission Staff. 1967 Weighted Consumer Price
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- F43 Ontario, Ministry of Education. Schedule for
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- F46 Commission Staff. 1967 Weighted Consumer Price Index for 1972 and 1973, December 1973. (Table)
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- F47 Ontario Secondary School Teachers' Federation. Construction of the Provincial Education Price Index 1969-73. (Tables)
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- F49 Commission Staff. 1973 Grant Weighting Factors for each Area Board, January 14, 1974. (Table)
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- F50 Commission Staff. Analysis of Area Boards' Financial Statements, 1970, 1971, 1972 and Budget Estimates for 1973 by Major Function, January 16, 1974. (Table)
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- F51 The Metropolitan Toronto School Board. "Preliminary 1973 Formula Budget", October 1973.
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- F52 Commission Staff. Dollars Generated by Tax on Equalized Residential Assessment, 1973, January 29, 1974. (Table)
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- F54 Commission Staff. Definition of Terms - Boards' Budgets, February 4, 1974. (Chart)

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- G5(b) _____ . Summary of Enrolment and Staff Data by Board - September Report, 1972, June 15, 1973. (Table)
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- G5(c) _____ . Summary of Enrolment and Staff Data by Board - September Report, 1972, June 15, 1973. (Table)
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- G11 The Metropolitan Toronto School Board. The Metropolitan Toronto School Board Overall Pupil-Teacher Ratios, November 9, 1972. (Table)
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- I18 Manitoba, The Manitoba Association of School Business Officials; The Manitoba Teachers' Society; The Manitoba Association of School Trustees; The Manitoba Association of School Superintendents.
"Report of the Interorganizational Committee on Education Finance".
- I19 The Manitoba Association of School Trustees.
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J. BRIEFS SUBMITTED TO THE COMMISSION

A list of the briefs submitted to the Commission is found in Appendix B I.

In addition to the formal briefs, the following supplementary documents which bear upon the Terms of Reference and which reflect specific positions of the authors are coded in Section J as additional contributions.

- J5(1) Board of Education for the Borough of East York.
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Plant Operation; Out-of-School Education; Day
Care; Fire Regulations; Families of Schools;
M.T.S.B. Responsibilities, December 21, 1973.

- J7(i) Board of Education for the Borough of Etobicoke. Letter to Commission in response to questions as outlined in J5(i), March 1, 1974.
- J8(i) Toronto Board of Education Libraries. Appendix to Brief J8, November 1973.
Tables indicate (1) sampling of Secondary School library budgets; (2) staffing problems in Public and Secondary school libraries.
- J13(i) Board of Education for the City of Toronto (Staff). "The Impact on School Programs of Budget Reductions Caused by Limitations and Declining Enrolment", July 11, 1973. (Report)
- J13(ii) Board of Education for the City of Toronto. Letter from J. Jordan to Hon. T. L. Wells re impact of budget ceilings, September 21, 1973.
- J18(i) The Metropolitan Toronto School Board. Letter to Commission in response to questions as outlined in J5(i), November 23, 1973.
- J18(ii) The Metropolitan Toronto School Board. Minutes of Metropolitan Toronto School Board, October 9, 1973. Toronto: M.T.S.B.
- J18(iii) The Metropolitan Toronto School Board. Minutes of the Meeting of the Outdoor Education Committee, October 24, 1973.
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- K9 The Metropolitan Toronto School Board. Safety
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- K21 The Metropolitan Toronto School Board. "Eight Point Criteria to Determine Shared Use Area Expenditures", August 2, 1973.
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 3. Teacher Experience and Salary Category: z

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 y Respondents: Area Boards, M.T.S.B. Breakdown of enrolment by program, special education staff by area of responsibility and salary level, gross expenditures attributable to special education.

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P. ONTARIO STATISTICS AND INFORMATION

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- Q4 Commission Staff. "Analysis of Boards' Expenditure, Functions and Sub-Functions", November 5, 1973.
- Q5 Commission Staff, Cross-reference of briefs received by type of author, code number, name of person responsible for brief, November 1973.
- Q6 Commission Staff. Topic cross-reference index for briefs J1 - J42, November 23, 1973.
- Q7 Commission Staff. List of questions by topic used in brief hearings, September 1973.
- Q8 Commission Staff. Index of tapes on Public Hearings of Commission, October-November 1973.
Included in Report as Appendix B IV and B V.
- Q9 Commission Staff. Master Filing Reference.
The Master Filing Reference lists the resource documents given in this appendix. In addition to the code number and title, the items are annotated, the date the article was received is shown, and the source organization and reference person is given.
- This Reference served as a catalogue of materials for the Commissioners and staff. It will also be of further assistance to those seeking access to the files.

S. METROPOLITAN TORONTO SCHOOL BOARD STATISTICAL SUBMISSION (S1)

During the summer of 1973, the staff of the Metro Board cooperated extensively with the Commission by providing over 320 pages of statistics and written comments.

The topics in this submission cover a wide spectrum of educational governance and finance in Metropolitan Toronto and the Commission was thus afforded a comprehensive data

bank from which basic education statistics could be drawn.

In addition to the first submission, the data have been continually updated and extended as new information became available. Additional documents have been filed with the package as Supplements.

APPENDIX B VII

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APPENDIX B VIII

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- J3 Mr. R. E. Jones, Toronto, p. 4.
- J5 Board of Education for the Borough of East York,
pp. 2-3.
- J7 Board of Education for the Borough of Etobicoke,
pp. 6-8.
- J10 Canadian Union of Public Employees, pp. 1-4.
- J13 Board of Education for the City of Toronto, pp. 8-9.
- J16 Communist Party of Canada, Metropolitan Toronto
Committee, p. 7.
- J18 The Metropolitan Toronto School Board, p. 19.
- J19 Board of Education for the Borough of York, p. 9.
- J31 District 16, Ontario Secondary School Teachers' Federation,
Scarborough, p. 29.
- J33 Ontario Secondary School Teachers' Federation, Toronto,
p. 15.
- J35 Ontario Teachers' Federation, Toronto, Appendix I,
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APPENDIX B IX

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